AUGUST 1965

EMPLOYMENT SERVICE REVIEW

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EMPLOYMENT SERVICE REVIEW

AUGUST 1965
Vol. 2 No. 8

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

The Public Employment Service—

On March 15, 1965, President Lyndon B. Johnson declared to a Joint Session of Congress and the Nation that:

Our mission is at once the oldest and most basic of this country: To right wrong, to do justice, to serve man.

In our time we have come to live with moments of great crisis. Our lives have been marked with debate about great issues—issues of war and peace, of prosperity and depression, but rarely, in any time, does any issue lay bare the secret heart of America itself. Rarely are we met with a challenge, not to our growth or abundance, our welfare or security—but to the values and purposes and meaning of our Nation.

The issue of equal rights for American Negroes is such an issue and should we defeat every enemy, double our wealth, conquer the stars and still be unequal to this issue, then we will have failed as a people and as a nation.

The Employment Service has an extremely important role to play in this national mission for equality. Economic well-being is a critical factor in the enjoyment of basic political and social rights, and the economic well-being of a substantial proportion of our population depends heavily on their having an equal opportunity for employment in all jobs and in all occupations. Because the Employment Service is the Nation's primary manpower agency, it can do more than any other single organization to advance equal employment opportunity throughout the country. The Civil Rights Act of 1964 specifically identifies the Employment Service as an agency with major responsibility in this field.

The Employment Service also bears heavy responsibilities for the full utilization of the Nation's manpower resources. If we fail to take action to eliminate discrimination in the employment process in all areas of the Nation, we passively accept a tragic waste of manpower. The Employment Service is called upon, therefore, to step forward to lead employers, employment agencies, unions, and communities in eradicating discrimination from the employment process.

The first duty of an agency conscious of its fair employment responsibilities is to assure that it does not discriminate against any person, and to make certain that it does not deny an applicant a chance, or otherwise restrict his opportunity, to get a job for which he is qualified, because of his race, creed, color, or national origin. Every operation and activity of each public employment office has to be conducted in such a way that there is no difference in the manner, place, or time in which members of particular racial, national, or religious groups are served. This means that:

Minority group applicants are treated in a dignified and courteous manner;

Applicants are classified according to their qualifica-

Geared to Fair Employment Practices

LOUIS LEVINE
Director
U.S. Employment Service

tions rather than according to what the community may think are suitable occupations for minority group persons;

Tests are used to provide insight into an applicant's aptitudes and not as a method to exclude him from opportunities;

Counselors counsel minority group applicants according to their aptitudes, experience, and interests rather than traditional occupational patterns for minority persons in the community;

Referrals are not made on discriminatory orders no matter how subtle the discriminatory specification may be;

No tacit agreements for assistance are made with employers who discriminate in hiring workers;

Qualified minority group applicants are selected for referral even though it is feared that the employer giving the order might be antagonized by the referral of a minority group worker.

Full adherence to such practices will make the public employment office a place where all jobseekers know that they can get fair service; where employers know that referrals will be made fairly on the basis of merit; and where the community knows that fair employment practices prevail.

To bring about these practices, each State employment security agency must forthrightly state and forcefully demonstrate to its staff, repeatedly, that it is committed to compliance with the Civil Rights Act of 1964, and that it will not tolerate discrimination by its staff. It must fully train its staff on nondiscriminatory requirements, procedures, and behaviors. It must encourage them to be introspective about their stereotypes of minority group persons in order that they may recognize when their behavior toward and services to minority group individuals are based on biases. Local office managers and supervisors have the duty to make certain that staff who do engage in discriminatory practices are uncovered through close supervision and frequent performance reviews, and that such discrimination is ended. Ultimately, the responsibility for fairness in an agency committed to fair employment practices falls on every staff member. Each of us is under a legal and moral mandate not to discriminate, and each of us is accountable for compliance with that mandate, regardless of the practices of our fellow workers.

The Employment Service should recognize the constructive role that minority group participation, complaints, and criticism can have in its operations. Minority group representatives should be appointed to State and local employment security advisory bodies. Frequent meetings should be held with leaders of minority group and civil rights organizations to obtain their views on the services being rendered by the Employment Service

and to obtain their participation in the planning and development of equal employment opportunity activities. Solicitation of criticism and suggestions from minority group applicants and equal opportunity employers should be a regular part of the constant evaluation and review of local office performance with regard to nondiscriminatory practices and services to minority groups. Complaints of Employment Service discrimination, regardless of whether they are found upon investigation to be true or based on misunderstanding, would point to the need for action either to rectify a discriminatory practice or to clarify the situation.

With its own house in order, the Employment Service can concentrate on tearing down barriers to minority group employment and on bringing about full employment of the community's minority group manpower resources. There is no community in America where employment discrimination based on race, creed, color, or national origin does not exist in some form. The Employment Service is called upon to take affirmative, effective action to eliminate this discrimination. It cannot wait for employers, community agencies, and minority group organizations to take the initiative in establishing equal employment opportunity. Nor can it wait for complaints, pressures, and crises to force it to act. As an agency committed to fair employment practices, it must assume leadership in taking all possible actions as soon as possible to advance significantly the employment status of minority group applicants by opening employment and training opportunities and by helping minority group persons take advantage of these opportunities.

A local office cannot satisfactorily evaluate its performance in serving minority group jobseekers or plan and carry out a concerted program to expand equal employment opportunities unless it has reliable information about the types and numbers of jobs minority group workers hold in the various businesses, trades, and industries in the area, and about the availability of minority group workers in various occupations. Information on minority group employment patterns and employer hiring intentions is frequently based on hearsay and assumption. Accurate information can be gathered through local office research, skill surveys, systematic employer relations representative inquiries, and contacts with knowledgeable representatives of minority group organizations and agencies concerned with furthering equal employment opportunity.

A program for increasing employment opportunities next requires that positive steps be taken to encourage minority group jobseekers to apply for training and employment. Many minority group workers do not apply at the local public employment office because they believe they can expect little in the way of service, especially

when they are seeking jobs above the menial level. Consequently, application files may not reflect minority group applicants who have experience or qualifications in nontraditional occupations. The agency's intent to serve all applicants equally can be publicized through signs, press releases, notices in the office, and speeches. Minority group organizations, including civil rights groups, churches, and fraternal and social clubs, may be solicited for assistance in recruiting efforts. Advertisements concerning nontraditional job openings may be placed with newspapers or broadcast over radio stations that are directed primarily to minority group audiences.

Every year, more and more minority group students with training in professional, subprofessional, and technical occupations are graduating from community junior colleges, predominantly minority group colleges, and other institutions of higher learning. These persons should be encouraged to register at the local office and every effort should be made to place them in jobs commensurate with their qualifications. At the same time, the local office should be alert to uncover minority group applicants who have graduated from college or who have had some college training, but who are now employed or classified for employment in unskilled and semiskilled occupations. These persons should be provided whatever services are necessary to enable them to find jobs in line with their highest training and potential. Full use should be made of job development and interarea placement procedures to place minority group applicants with college training and professional, subprofessional, or technical qualifications. In the long run, it is the success of the local office in placing minority group workers in jobs at all skill levels and in all occupations that will attract minority group jobseekers to it.

Employers, too, must be informed of Employment Service fair employment practice policies. In addition to notifying employers of its nondiscrimination policy through notices, news releases, and direct employer relations contacts, the Employment Service should initiate action for community equal employment opportunity conferences where policies, programs, and problems can be discussed in detail. The Employment Service may learn a great deal about employer policies and needs through such contacts and conferences. Too often, employers report that they are willing to hire on an equal opportunity basis, but the local office never refers minority group applicants. This may be used by some employers to excuse their own lack of affirmative action, but it also suggests that the local office has failed to take action to capitalize on existing equal employment opportunities.

Direct Employment Service efforts are necessary to change employment practices in businesses and occupations where minority group persons have been traditionally excluded or

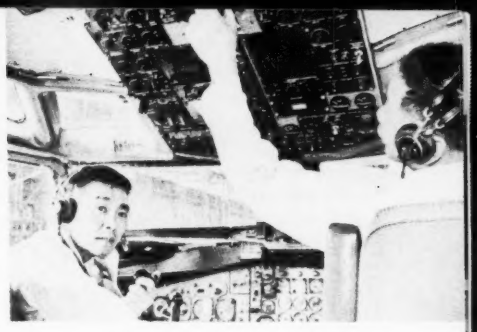
limited to low-level jobs. The local office should put qualified minority group applicants before reluctant and recalcitrant employers as often as possible by including minority group members among the applicants referred to them and by carrying out job development for individual minority group applicants. In this way, such employers are compelled to make frequent decisions about whether to hire minority group workers. If they are required by law or contract to hire on an equal opportunity basis, they are confronted each time with a question of compliance. Joint job development activities should be undertaken with the Urban League and other organizations working to advance equal employment opportunity. Likewise, cooperation with fair employment practice authorities and Federal contract compliance officers can be useful in learning about employers who want assistance in implementing an equal employment opportunity program.

At the same time, the fears of both willing and reluctant employers must be overcome by informing them about the experiences of other employers who integrated their work forces in the same area of the country and by informing them of techniques that have proved successful in carrying out such integration. In many cases, it may be necessary to tell the employer that his educational specifications are unnecessarily high or that he will have to consider minority group applicants who do not meet all the experience requirements he has set, because minority group applicants have been prevented from getting that experience. He may have to be advised and encouraged to admit minority group persons to the company's management trainee, apprenticeship, and on-the-job training programs. The Employment Service must be ready to assist the employer in getting qualified minority group persons by recruitment activities and by helping to establish MDTA institutional and on-the-job training programs.

Helping minority group workers to take advantage of job opportunities which are opening up to them may require the development of extensive institutional and on-the-job training projects, if thorough recruitment fails to turn up minority group workers with the required skills. An important consideration in the planning of all training programs should be the way in which that training can be used to expand equal employment opportunities. For instance, if existing secretarial and trade schools exclude minority group persons, federally assisted training courses should be established to afford minority group applicants and others a chance to gain skills in those occupations.

An affirmative program of opening job opportunities to minority group workers involves: Compiling accurate data about patterns of minority group employment, initiating action to overcome discrimination through community conferences and meetings with individual employers, recruiting minority group applicants, getting employers to make decisions repeatedly about hiring minority group workers through referral and job development activities, encouraging employers to set realistic job requirements, disseminating information to employers about successful experiences and techniques of integration of work forces, and assisting unqualified minority group workers to take advantage of new job opportunities through training.

In communities where discrimination in employment is prevalent, the Employment Service may face strong employer criticism and community pressure not to carry out its responsibilities to promote fair employment practices. If, despite our earnest efforts to get employers to follow equal opportunity hiring practices, we lose their business because they object to our carrying out the letter and spirit of the nondiscrimination and equal opportunity provisions of the Civil Rights Act of 1964, we will pay that price. The Employment Service cannot abdicate its legal responsibilities for full manpower utilization and equal employment opportunity. Our role in reducing substantially the enormous economic and social losses suffered by the United States due to discrimination and in responding to the issue of equal rights for all transcends any other obligation or relationship of the Employment Service.



Progress in State Agencies

Within the Employment Service, significant progress had been made in eliminating discrimination and segregation before the passage of the Civil Rights Act of 1964. Policies prohibiting discrimination in the operation and maintenance of Employment Service offices had been established; Revised Standards for a Merit System of Personnel Administration had been issued and all but four State agencies had adopted these standards; all segregated offices had been eliminated; 35 State agencies had appointed minority groups representatives, 17 on a full-time basis; an active and promising program had been launched to provide counseling and placement assistance to students at predominantly Negro colleges; and Negroes had made up 26 percent of all those trained under the Manpower Development and Training Act.

Since the passage of the Civil Rights Act of 1964, the number of State agencies having minority groups representatives had increased to 45, only one State agency had not yet adopted the revised merit system, and the last avowed State agency policy

(*Continued on page 22*)

Motivating Negro Youth in Rhode Island

A State Employment Service combines ingenuity with factual visual proof to convince Negro youth that with education and effort real opportunities exist for them to achieve success.

BEATRICE C. MINKINS

There is satisfaction in knowing that progress is being made on a broadened front by jobseeking Negroes. But this is tempered by a realization that too many Negroes are unable to go forward with the favorable developments that now brighten the economic scene.

Lack of educational achievement looms as a formidable handicap to be overcome by thousands of Negroes if they are to be fully competitive when they apply for jobs.

Today, it is no longer enough to offer an honest face, a strong back, clear eyes, and an obvious desire to do a full day's work. Nor will casual attendance at school for a few years and a sketchy ability to read, write, and add a short column of numbers suffice to meet the educational requirements of an increasing number of jobs in the present-day economy. This fact applies equally to all job applicants—Negro or white—especially in a highly industralized State such as Rhode Island.

For a long time, counselors and interviewers of the Rhode Island State Employment Service have known that a high percentage of Negro youths in this State abandon school before acquiring a high school diploma. This action places them at a serious disadvantage when they seek jobs that carry a promise of advancement and a good future for those with appropriate entry qualifications.

But each year a few more young Negroes in Rhode Island persist until they acquire the education needed to qualify for the professions, technical occupations, or skilled jobs that pay good wages.

Whenever counselors met, these questions went around the table: How can we get across to them? How do we convince a young man whose elbows are coming out of his threadbare sleeves that if he will just hang on, remain in school until he graduates, his chances of obtaining work that is worthy of his talents will be so much better in the end? How do we convince an attractive young Negro girl with the potential to be an excellent stenographer or secretary that she ought to stay at her typing and shorthand until she has her diploma, instead of quitting school like her older sister to "take any job I can get"?

In the fall of 1964, the Rhode Island Employment Service found a partial answer to its problem. At that time, the Urban League of Rhode Island announced that it would sponsor an Equal Opportunity Day youth rally at Brown University in Providence late in November and invited the Employment Service to participate. The theme of the rally was to be JOB OPPORTUNITIES THROUGH EDUCATION.

As in past years, the Minority Group Representative of the Employment Service joined industrialists and educators in stressing the importance of education to the audience of young Negro students from junior and senior high schools throughout the State. But it was decided that this time the Minority Groups Representative's presentation would be supported by visual proof that what she says is indeed true—that it does pay to stay in school.

The proof was to be a brochure with photographs of Rhode Island Negroes at work in a wide range of occupations, from the professions through technical and clerical positions to sales and skilled industrial jobs.

When the work of the project became known, offers to assist in the development of the brochure began to reach the Employment Service in a heartwarming display of cooperation and interest. The Governor made the services of two photographers available to take pictures of people at work. The Rhode Island Council for Equal Employment Opportunity, the Providence Human Relations Commission, the Rhode Island Commission Against Discrimination, and the PROVIDENCE JOURNAL led an impressive list of public and private organizations—including many business establishments—that pledged and gave warm support to the project.

The brochure, printed by the Department of Employment Security, was ready just in time for the youth rally at Brown University. Called SHOWING THE WAY—A PICTURE STORY ABOUT EQUAL JOB OPPORTUNITIES IN RHODE ISLAND, it has 41 illustrations of Negroes at actual jobs in occupations that range from apprentice machinist to assistant U.S. district attorney. The text with each picture is short, simple, direct, and gives the worker's name, position, and education.

The objective of the brochure was to show the people whose pictures appear in it as ordinary human beings with whom the reader could easily identify, and perhaps be moved to emulate, at least in educational achievement. No attempt was made to exaggerate their accomplishments. Glamour was deliberately avoided.

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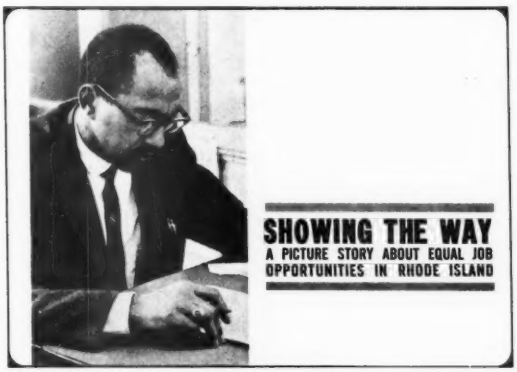
Beatrice C. Minkins is Minority Groups Representative and Supervisor of Counseling, Rhode Island State Employment Service.

Skilled workers keep Rhode Island industry on the go . . .



Photos courtesy PROVIDENCE (R.I.) JOURNAL BULLETIN

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From the moment that 400 young Negroes and their parents assembled for the rally at Brown opened their copies of the brochure, it was evident that it was achieving its objective. Murmurs of delight at recognizing the pictures of friends and neighbors were followed by expressions of surprise at the wide range of opportunities that are open in Rhode Island to those who qualify—not on the basis of race, creed, or color—but simply on ability to do the jobs that employers have to offer.

Immediately after the rally at Brown, the Employment Service received requests for additional copies of the brochure, and within a week a second printing was necessary.

School guidance departments distributed copies to Negro students; church groups and social clubs wanted copies for their members. And, of course, Employment Service counselors have adopted it as a useful tool in giving assistance to young Negro applicants.

There is no way of knowing how many potential school dropouts changed their minds after reading the brochure. However, it is known to have made a deep impression on Negro parents of limited education who might otherwise have readily agreed with a child's desire to quit school but who now see how important it is that he continue up to high school graduation.

Unquestionably, the picture of people they know, so successfully engaged in positions of trust and responsibility, had an impact and aroused the determination of some young people to achieve a similar success.

At a recent meeting of Negro teenagers at the Providence YWCA, every girl and boy present said they had read SHOWING THE WAY and that its picture stories had convinced them of the need to complete high school, and some said they had made up their minds to go on to college.

However, a brochure will not do the job alone. Negro youth must constantly be encouraged by all available means to obtain the education and training that will prepare them for the opportunities which employers must continue to be willing to offer.

New York's Nondiscrimination Employment Policy

C. V. HARRIS

Helping minority groups achieve equal employment opportunity has long been a part of Employment Service operations in New York State. How the program functions is described in this article.

Since the basic concepts outlined in the Civil Rights Law of 1964 are similar to those of the Ives-Quinn Law, which was passed in New York State in 1945 and amended regularly to broaden its coverage, the Civil Rights Act of 1964 has had little additional impact on the operation of the Employment Service in New York State.

With emphasis on the spirit as well as the letter of the law, on July 19, 1960 New York State issued a Code of Fair Practices and established a Minority Groups Services Office in the State Labor Department's Division of Employment. This office is responsible for the conduct of the State Employment Service equal employment opportunity program.

The program is based on the creation of relationships with the community, particularly the disadvantaged community, that will establish rapport with the Employment Service. Community organizations and community leaders are informed of the services rendered by the Employment Service. They are invited to participate freely in these services and are assured of the desire for their participation and interest in the program.

The program is geared to the task of eliminating waste of human resources by utilizing the qualifications of each applicant to the highest potential and by developing greater opportunities for disadvantaged applicants. To the extent possible, the Employment Service has adopted a policy of interviewing all job applicants in depth in order to ascertain all their training and experience so that they may be properly classified and all their employment potentials taken into account.

The Minority Groups Services Office, which reports directly to the Division of Employment's Executive Director, includes an associate consultant, five consultants, and an economist. Additional staff is assigned in the local offices on a part-time basis, viz: one Minority Groups Services Representative in each section of the larger Employment Service offices and at least one in every smaller local office in the State. These representatives report directly to the office manager.

As an important part of its equal employment opportunity program, the Employment Service has set up a training program for all of its placement staff so that they may more effectively serve disadvantaged appli-

(*Continued on page 9*)

C. V. Harris is the Associate Employment Consultant, Minority Groups Services, New York Division of Employment.

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CAUSE II PROJECT

The second Counselor-Advisor University Summer Education (CAUSE II) program is now in progress at 33 universities and colleges named by the Department of Labor to conduct a special program to train 2,150 college graduates in the techniques and methods of counseling disadvantaged youth. The course involves 8 weeks of intensive academic training followed by 4 weeks of on-the-job experience. When training is completed, the graduates will be recommended for State Employment Service jobs that deal directly with the problems of the more than a million young persons listed as chronically unemployed.

The trainees were recruited through a nationwide competitive examination held on June 19, and from persons currently on civil service or merit system registers or employed by State employment security agencies. Of those selected for training, 355 have master's and 1,802 have bachelor's degrees. More than half of the trainees started their classes on July 6 and the remaining ones on July 12.

An additional 200 persons began training on July 12 at five other universities and private organizations as Community Workers under the same CAUSE II program. These trainees are local neighborhood persons who were recruited by ES offices upon the recommendation of private and public youth-serving agencies.

Last year, Project CAUSE I trained 1,754 persons in a similar program conducted by 27 universities and colleges. The training is financed by funds made available through the Manpower Development and Training Act.

OLDER AMERICAN WORKERS

Secretary of Labor W. Willard Wirtz transmitted his report, "The Older American Worker," to the Congress on June 30. The report, required by section 715 of the Civil Rights Act, covers studies on age discrimination in employment.

According to the Secretary, ". . . a vigorous nationwide employment effort, with new and improved arrangements directed at the needs of older workers, is required to provide the special counseling, training, and placement attention that will lead to job opportunities." He specified that the "United States Employment Service and the affiliated State agencies constitute the basic operating resources for getting this job done."

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Suggestions offered in the report for a more adequate program include: More intensive and group counseling; new job-finding community activities; development of part-time employment opportunities; appropriate training; efforts to change employer attitudes regarding age restrictions; and intensive efforts to deal with mass layoffs from plant shutdowns.

YOUTH OPPORTUNITY CAMPAIGN

The Youth Opportunity Campaign to get summer jobs for the Nation's youth has had a gratifying response from employers since the President outlined the program in late May. Vice President Hubert H. Humphrey, chairman of the program's Task Force, has said that "the President and I are greatly pleased with the cooperation we're receiving from employers in opening up job opportunities," and that "Governors, mayors, national organizations, small and large businesses are rallying to support this Campaign."

During the first 6 weeks of the program, the State Employment Services reported 1,631,248 responses from youths for jobs, and 469,103 job openings received at local offices.

FARM LABOR

A three-point plan to develop a national agricultural labor program was proposed by Secretary Wirtz in a speech given at Los Angeles Town Hall on June 30. He suggested the following three approaches for solving the seasonal farm labor problems: Recognition that agricultural employment is essentially the same as other kinds of employment, and that the workers should be paid fair wages and be protected by State and Federal laws regarding minimum wages, health and sanitation, unemployment insurance, workmen's compensation, and collective bargaining; development of substantial employment opportunities for farmworkers; and a more effective mobilization of public opinion regarding the farm labor situation.

The Secretary pointed out that as of June 30 there were 2,587 foreign farmworkers in the United States compared with 65,218 a year ago. "The encouraging lesson of the year," he said, "is that the laws of economics, of supply and demand, supplemented by special recruitment efforts, do work in the agricultural industry just as in any other. Workers are available if the prices and conditions are right."

JOB VACANCY PROGRAM

The Bureau request for funds for the USES and State Employment Services to expand the job vacancy information program from the fiscal year 1965 level of 16 areas to 150 areas in fiscal year 1966 was denied by the House of Representatives. Since the Congress felt more experimentation was needed, it appears unlikely that these additional funds will be appropriated. The job vacancy program is therefore expected to continue on an experimental basis in fiscal year 1966.

(*Continued from page 6*)

cants. There are 4 hours of training for every entry professional worker and 3 days of training for those assigned as Minority Group Representatives in the local offices. In addition, training and consultations are held with office managers and supervisors, and quarterly conferences with the local office Minority Groups Services Representatives. Procedures are developed by the Minority Groups Services Office, and the latest regulations and findings of the Human Rights Commission are disseminated in order to keep the staff currently informed.

The Minority Groups Services Representatives in the local offices periodically review records of applications taken, job orders, and other procedural items connected with this program and consult with supervisors and management of the offices to advise them of the character of the service being rendered to the disadvantaged.

ES Responsibility to Employers

It is the responsibility of the Employment Service to advise employers regarding the nondiscrimination law and to see that job orders do not include discriminatory specifications that would bar otherwise qualified applicants because of race, creed, color, or national origin. Whenever such an order is received from an employer, he is advised of its discriminatory nature and an attempt is made to have him remove the discriminatory specification. If the employer agrees to hire on an "open" basis, i.e., without discriminatory specification, the regular selection and referral process is followed. If the employer refuses to remove the discriminatory specification, the local office withdraws service from the employer. A personal followup visit is then made to the employer to endeavor once again to secure withdrawal of the discriminatory specification.

In all cases where there is a relaxation—immediate or after a field visit—the essentials of the transaction are recorded on a special form. This Form is reviewed for completeness and adherence to the law by the local office Minority Groups Services representatives and transmitted to the Minority Groups Services Office. Where there is no relaxation and the employer has six or more workers, the Minority Groups Services Office transmits the report to the New York State Commission for Human Rights for further action. All reports are reviewed and analyzed in the Minority Groups Services Office to determine if there is need for further action, in the local office or through referral to the Commission.

All complaints received by the Human Rights Commission concerning actions in the Employment Service offices are referred to the Minority Groups Services Office and resolved at conferences attended by representatives of the Commission and employment offices. The Minority Groups Services Office also represents the Employment Service when hearings are held on such complaints by the Commission.

Cases of discrimination by employers are followed up at 6-month intervals to ascertain if employers who have been cited for discriminatory practices have continued to use the Employment Service. Employers who have not given any orders to the Employment Service in the 6-month period are visited and encouraged to use the Service again.

The Employment Service attempts to secure orders from Plans for Progress employers by field visiting and telephone solicitation. Periodically, campaigns are conducted to secure jobs for disadvantaged applicants from these employers. Job orders which the Employment Service is unable to fill from the files are put into national clearance.

ES Responsibility to Applicants

The Employment Service is responsible for the recruitment, counseling, testing, selection, and referral of applicants to manpower development and training courses and for their placement upon completion of these courses. The Minority Groups Services Office ensures equal opportunity in selection, placement, and followup for disadvantaged applicants.

For 1 week in each 6-month period, the Employment Service makes a load composition study. During this week, each applicant is identified by ethnic group and all transactions on an application are entered on a composition report. These reports are sent to the Minority Groups Services Office where they are analyzed by an economist.

This analysis enabled the office to determine the percentages of nonwhites in the various files and the percentages referred and placed. These data reflect the service rendered minority group applicants and supply insight into the hiring policies and practices of employers.

The information developed by this research is used by the Division of Employment for training and to plan programs for improving future services to minority group applicants and employers.

The Minority Groups Services Consultants regularly visit the local offices. They audit activities and records to ensure prevention of discriminatory practices, examine staff attempts to obtain relaxation of discriminatory employer orders, and check to make sure that policies and procedures are being carried out in accordance with New York State Employment Service policy and State law.

They also advise staff on methods and techniques in meeting problem situations, and review and evaluate the quality of the service to minority group applicants. They have conferences with local office management concerning their findings, and make suggestions for improvement. They also keep top management of the Employment Service informed of the extent to which the local offices are meeting objectives and policies of the equal employment opportunity program, and they deal with any problems that may arise in relationships with minority groups or organizations.

Minority Program Calls for Community Action

CARL E. CRAIG

In a State where minorities make up a quarter of the population, much progress in advancing equal employment opportunities has been made by the Employment Service through enlisting the cooperation and support of community and minority organizations.

If the Employment Service is to serve the total community effectively, it must be identified positively as an agency that works for improved human relations in the community and must be known by its involvement in efforts to advance equal opportunity. This identification is not always easy to achieve, but it is necessary if the Employment Service is to bring minority people into active participation in the many special programs for the disadvantaged. The mere restatement of Employment Service policy on nondiscrimination in applications, orders, and referrals is not enough to erase suspicion and hostility. To achieve full community acceptance, the Employment Service has no alternative but to engage in an aggressive community action program.

Carl E. Craig is Minority Groups Consultant, Arizona State Employment Service.

Three years ago, Arizona was without a State Civil Rights Act. No city had a public accommodations law or a Human Relations Commission. The employment picture for minority workers was restricted by discrimination and disadvantage. The population as a whole, while not hostile to minority group aspirations, was not enlightened about them. Because schools were desegregated smoothly long ago and most places of public accommodation had voluntarily desegregated, it was difficult for Arizonians to realize how closely the State escaped the tag attached to many as "areas of racial unrest."

Today the picture has changed. Arizona has an effective State Civil Rights Act with strong provisions on employment. The major population areas have municipal Human Relations Commissions. Arizona's two major cities have passed public accommodations laws. Members of minority groups are finding employment in top State, county, and municipal activities, as well as with major industries.

How did these changes come about? What were the motivating forces that changed the thinking of the people?

One-fourth of the State's population of 1.3 million is composed of minority groups, including 194,000 Mexican-Americans, 83,000 Indians, and 43,000 Negroes. These groups share varying degrees of discrimination, cultural handicaps, "ghetto living," and low educational levels.

Prior to any direct action by civil rights organizations, the Arizona State Employment Service sought to develop lines of communication with these minority groups through their organizations. In October 1962, the Administrator-Director and his staff met with the President of the State NAACP and his Committee Chairmen in Phoenix to discuss NAACP concerns with the employment of Negroes. This meeting resulted in the establishment of mutual good will and an agreement to refer any complaint of alleged discrimination by local offices to the Employment Service for internal investigation and correction. This procedure has been effective, and no open charges of discrimination have been lodged against the Employment Service.

With this development of good will and understanding, the NAACP began to seek the assistance of the Arizona State Employment Service. The organization utilized Employment Service statistics on Negroes developed from the U.S. Census to support its claims for services needed by Negroes. The Employment Service advised the Tucson branch of the NAACP on the setting up of a "skills bank." State office training personnel gave lectures to the NAACP on the Manpower Development and Training Act, Job Corps, and Employment Service involvement in the Economic Opportunity Act. The Employment Service helped in the development of demonstration projects. At present, confidence has been so well established that the NAACP uses the Arizona State Employment Service as an example for other State agencies to emulate.

At a Human Relations Conference sponsored by the ASES and National Conference of Christians and Jews. Left to right, Carl Craig, Minority Groups Consultant, Arizona SES; John Evans, Sec.-Treas., AFL–CIO; Ben Projan, Member of the Board of Directors; and keynote speaker Dr. Leonard P. Aries, Vice President of the National Conference of Christians and Jews.

Some of the participants in the Arizona State Employment Service-Urban League cosponsored Youth Employment Seminar.

Junius Bowman, Executive Director of the Phoenix Urban League and Charles I. Sutton, Field Supervisor, YOC, discuss the scheduling of community agencies at the Urban League suboffice.

In April 1963, the existing Arizona State Employment Service-Phoenix Urban League Cooperative Agreement was updated. On May 4, 1963, the two organizations co-sponsored a Youth Employment Seminar for local high school youths. Speakers were local businessmen, educators, and Employment Service State and local office personnel. A similar seminar was held on May 2, 1964. During the last 3 years, the Employment Service has provided speakers for the Urban League Career Day Exercises.

In order to provide Urban League applicants with exposure to a wider range of employment possibilities, an Employment Service itinerant service has been provided to the Urban League for the past 2 years. A building in a city housing project was recently secured for use as a multiple agency contact point, not only by Employment Service Counselors but also by 16 other municipal and private organizations. Much of the activity between the organizations has been coordinated by the Field Supervisor of the Central District, who traditionally is a member of the Phoenix Urban League Board of Directors.

The Employment Service joined with the National Conference of Christians and Jews in sponsoring four Merit Employment Conferences. Two were held in 1964 and two in 1965. The first such conference for employers was cosponsored by the Arizona State Employment Service and the National Conference of Christians and Jews, but later conferences included other sponsoring organizations such as the Phoenix Human Relations Commission, the Phoenix Personnel Management Association, and the Phoenix Urban League.

Approximately 150 people attended each of these conferences. They represented major employers, labor, the general public, governmental institutions, the State Legislature, and other organizations. The discussions centered on equal employment opportunities, the employment problems of minority groups, and possible solutions.

Out of these conferences grew the recognition of the need for each organization engaged in human relations to be informed about the activities of other such organizations. A Committee on Inter-Group Relations (CIRO) was formed. Member organizations include the National Conference of Christians and Jews, Arizona State Employment Service, Jewish Community Center, Jewish Community Council, Urban League, NAACP, Human Relations Commission, Careers for Youth, American Friends Service Committee, Council for Civic Unity, AFL–CIO, Phoenix Community Council, Arizona Commission for Indian Affairs, Arizona State University Human Relations Center, and the Arizona Federation of Mexican-American Organization.

A major factor in gaining greater acceptance of minorities by major industries has been the creation of a United States Air Force Contract Compliance Office in Phoenix, which works closely with the Arizona State Employment Service. The Compliance Officer suggests to Air Force contractors that they solicit the aid of the Minority Groups Consultant of the Arizona State Employment Service in the effort not only to improve their hiring practices but also to improve their community image.

Equal Opportunity Meetings with Air Force contractors have met with considerable success. As a result, many major market employers who do not have defense contracts requested such meetings with Arizona State Employment Service staff as an aid in solving problems in hiring and upgrading of minority workers.

The Employment Service has placed an itinerant interviewer at Friendly House in Phoenix—a privately sponsored organization concerned with the employment problems of Mexican-Americans. This action has resulted in an extension of the public Employment Service to the Mexican-American work force and has resulted in many of them being absorbed into the job market.

In an attempt to reduce the number of dropouts, an itinerant placement service has been instituted at South Mountain and Phoenix Union

Indian students take the GATB at a high school on the Indian reservation. The test was administered by an Indian interviewer from a reservation employment office.

high schools which the bulk of minority group students attend. This arrangement makes part-time placement and counseling available to the students.

The ES Youth Services Supervisor and Minority Groups Consultant serve on the labor committee of Careers for Youth, a nonprofit organization engaged in combating the school dropout problem. This organization has a full-time office staff and works with low-income minority youth, exposing them to career opportunities and motivating them to aspire to greater accomplishments.

Phoenix Pupil Project Motivation is a demonstration project utilizing a Ford Foundation grant. Its primary purpose is the motivation of low income minority youth to continue in school in order to prepare themselves for entrance into the job market. The Employment Service is helping to implement a phase of this project.

The Tucson Human Relations Commission was established on November 7, 1960 by a city ordinance. This Commission has worked on surveys concerning employment of minority groups in the Tucson area.

On July 30, 1963, the city of Phoenix established a Human Relations Commission with subcommittees on: Employment opportunities, education and housing, and public accommodations. It sponsored a Phoenix Equal Economic Opportunity Creed which was sent to major employers in the Phoenix area. Many employers have signed the Creed and more are continuing to do so. Plaques are awarded to each signer.

The Phoenix Human Relations Commission has worked with many organizations such as the Community Council and the Arizona State Employment Service. This Commission has been effective in shaping public opinion to establish a better climate for equal employment opportunity.

Advisory Committees in the Tucson and Phoenix areas, composed of representatives of Mexican-American, Negro, Indian, and Japanese-American organizations, meet monthly to discuss solutions of the employment problems of minorities and to exchange job market information.

Within the State, the Arizona Employment Service has participated in numerous conferences, workshops, panel discussions, and seminars held during the past 2 years by radio and television stations, churches, and private, public, and governmental organizations to enlighten their members and audiences concerning civil rights and merit employment.

In Phoenix, radio stations KCAC (directed to the Negro community) and KIFN (Spanish speaking) aim their broadcasts at minority group audiences. They broadcast Phoenix labor information daily and encourage their listeners to learn more about job opportunities and to consider additional training to upgrade their skills. The information used in these broadcasts is furnished by the local Employment Service offices.

Because of the vast geographical areas involved, and to overcome cultural and language barriers, the Arizona State Employment Service maintains four offices on the Navajo Reservation, one on each of the two Apache Reservations, and one on the Hopi Reservation. All of these offices are staffed by Indian interviewer-interpreters, in accordance with State merit system regulations. There are also 13 itinerant locations on the Navajo and Hopi Reservations and the same number on the Papago Reservation. Lack of proper communication facilities between the local offices at Flagstaff and Winslow and the branch offices on the reservations made it necessary to install a shortwave ground radio communications system on the Navajo-Hopi Reservation and on the Fort Apache Reservation.

Placement, counseling, and testing

(*Continued on page 22*)

JOHN J. SHEERAN

ES Aids to Employers

The Industrial Services program of the Employment Service is designed to assist any employing establishment in its efforts to obtain maximum utilization of its work force through (1) better personnel selection techniques, (2) work force stabilization by reducing turnover and absenteeism, (3) effective use of employee skills and their development through proper job assignments, training, and direction, and (4) effective personnel practices and policies. Benefits to the employer are matched by those to the worker in terms of stable employment and job satisfaction.

Demands for Industrial Services Increase

The effects of advances in production technology, including automation, together with the increasing volume of new products and services and changing skill requirements, are increasing the demands for the technical aids of the Industrial Services program. Another major contributor to the growth in need for technical assistance is the increasing number of employing establishments located in areas served by ES local offices. Firms in these areas have increased from 2.7 million in 1960 to 2.86 million in 1964. More than 2.9 million are expected by 1966.

Problems of in-plant manpower management are especially prevalent among the smaller firms where work force problems must compete for top management's attention with a wide variety of decisions and planning required by direct plant operations. These problems are also common among larger firms where rapid expansion has greatly limited opportunities to pause for an examination of personnel management methods and practices, and their effects upon the selection, assignment, stabilization, and utilization of the work force.

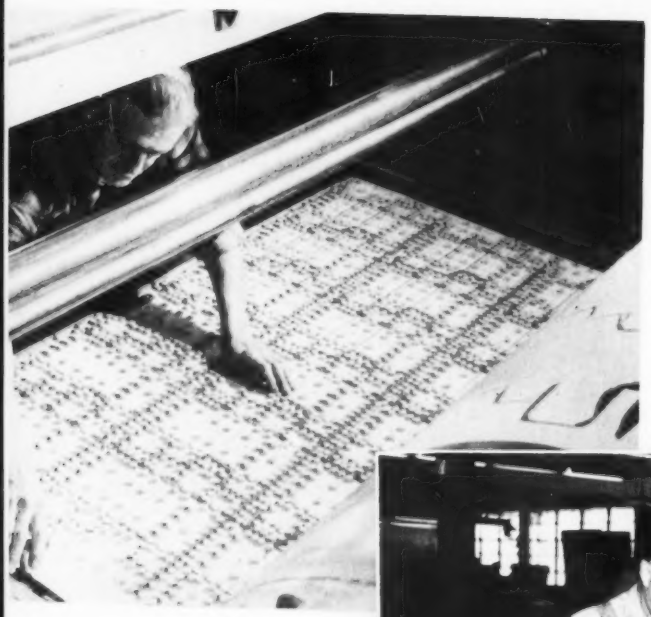
Industrial services are not limited to individual employers or business firms. Assistance is also provided to industry or association groups, labor organizations, schools and colleges, nonprofit socio-economic research and planning groups, other governmental agencies, and community groups that may experience or be concerned with manpower management problems.

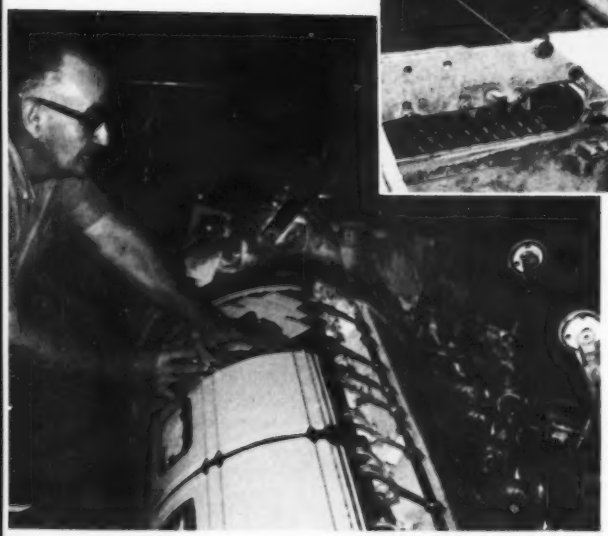
The Employment Service assistance is provided only on request, and the employer is free to decide whether he will accept the technical aids or apply any of the proposed actions, materials, methods, and techniques in his business operations.

The products of technical assistance are usually applicable to both employer and local office operations. These may consist of job specifications, specific

(*Continued on page 22*)

John J. Sheeran is Chief, Branch of Employer and Union Services, U.S. Employment Service.





Tests were developed for these occupations in the folding paper box industry: Top and bottom left, cutting and creasing pressman; top right, steel rule die maker; center, gluing machine operator.

Folding Paper Box Industry . . .

Test Development to Solve Selection Problems

O. WILLIAM RUSSELL and W. E. HILL

The development of tests as a technical aid to resolve an employer's problem of selection in one occupation very often leads to the discovery of similar problems and testing needs in others. An industrial services project by the Wisconsin State Employment Service for the folding paper box industry was a typical example.

In 1960, the Wisconsin State Employment Service, working in cooperation with the Graphic Arts Association of Wisconsin and the member firms of the Milwaukee Lithographers Local, tackled the selection problems being experienced in several lithographic occupations. Jobs were analyzed and test development studies were instituted to aid in the selection of apprentices in these occupations. After a 2-year trial as part of the procedure for selecting apprentices, the value of the tests was so apparent that the superintendent of a large lithographic firm suggested that further technical assistance, including tests, might also be very helpful in solving problems of selecting workers for certain occupations in the folding paper box industry.

Study Made in Several States

Preliminary discussions indicated that personnel selection problems were especially prevalent in the Die Maker, Cutting-and-Creasing Pressman (Paper Goods), and Gluing-Machine Operator occupations. It was learned, however, that there were not enough Wisconsin workers employed in these occupations for successful test development. It was necessary, therefore, to extend the study to several other States.

O. William Russell is an Analyst, Special Employer Services, and W. E. Hill is Public Information Officer in the Wisconsin State Employment Service.

The research undertaken by the Wisconsin agency involved a sample of 195 workers and the cooperation of 20 employers in six States. The actual research procedure consisted of the testing of workers with the GENERAL APTITUDE TEST BATTERY and the collection of supervisory ratings of job proficiency. The Wisconsin agency then performed a statistical analysis of these data to determine the aptitude requirements for each occupation. As a result of this analysis, aptitude norms were established for Die Maker on general learning ability, numerical aptitude, spatial aptitude, and manual dexterity; for Cutting-and-Creasing Pressman on general learning ability, form perception, and manual dexterity; and for Gluing Machine Operator on spatial aptitude, form perception, and manual dexterity.

It Was a Long-Time Undertaking

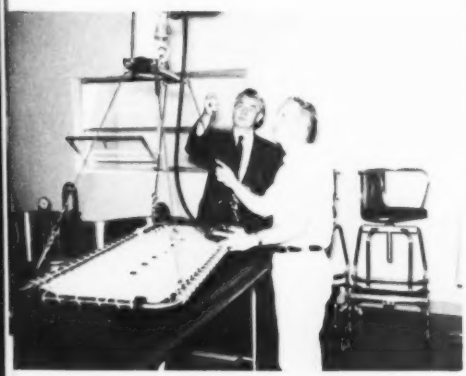
There is a general, but erroneous, idea that a good test battery can be whipped into shape overnight. Perhaps, in the automated future, analysts will punch buttons, spin dials, and focus lenses; lights will blink and a monstrous machine will disgorge materials and equipment designed to do a perfect testing job for any occupation. In this semi-automated era, however, operations and machines must be painstakingly examined and the results checked, rechecked, and compared. So it was that only after 2½ years a large enough sample was obtained, and findings were correlated and batteries developed.

These tests are now being used to aid Wisconsin employers in selecting workers for folding paper box occupations. Results have been very good. In addition, counselors feel this information is valuable in their counseling of students who live in the areas of heaviest concentration of paper industries. As an indication of spreading interest in technical assistance provided this industry by the WSES, an inquiry has been received from the Canadian Folding Box Association regarding the availability of the tests to assist in resolving similar personnel selection problems in the Canadian industry.

Industrial Services for

Parallel bars help a patient learn to walk again.

Wide steps of varying heights are a part of the physical therapy equipment.



This stretcher hoist moves a patient from a stretcher cart over and into a hydrotherapy tank for treatment.

ES industrial services play an important role in helping the nursing home industry resolve administrative and personnel problems created by the changing concepts of the industry.

Over 17 million persons in the United States are 65 years of age and older. Many of them require nursing home care. The 7,700 licensed nursing homes have a total capacity of 338,700 beds. According to the U.S. Public Health Service, approximately 60 percent of these facilities are not qualified to provide appropriate care for their patients because of inadequate and untrained nursing staffs. The Washington State Nursing Home Association and the State Department of Health recognize the problem and are doing something about it, especially in the Seattle metropolitan area.

At the outset, old-style two- and three-story family residences were converted into nursing homes. They have since become outmoded and are being replaced by new spacious, one-story, ultramodern structures with capacities ranging from 50 to 200 beds.

One measure of nursing home growth is by bed capacity. In 1951, when the Washington State Licensure law went into effect, there were 7,650 beds. In May 1965, there were over 19,000 beds. In 1951, nursing homes employed 194 registered and licensed practical nurses. By January 1965, a total of 997 registered nurses and 710 licensed practical nurses were so employed.

In the early years, the nursing home was usually a small business run by a housewife who had some nursing care experience. The nursing home industry has rapidly expanded and is now accepted by the medical profession as an integral part of its treatment program. No longer is a nursing home considered a haven of refuge for the senior citizen or an old folks' home, but rather a treatment and convalescent center designed, equipped, and staffed to meet the extended-care needs of the community.

The Seattle area, as others, has been confronted with a need for a reevaluation of its nursing plant facilities, operations, and patient care to qualify for accreditation as established by the current laws administered by the State Department of Health.

Prior to 1959, the unit in the Seattle local employment office concerned with the recruitment and referral of personal service workers received very few orders from nursing homes. Those few were for maids, laundry workers, kitchen helpers, and some to assist in patient care. Employees usually were required to live on the premises. Since many women who contacted the local office were not interested in doing domestic work, the unit supervisor was faced with the problem of developing other kinds of employment opportunities for these untrained but willing workers.

Photos on these pages show how local office staff members learned at first hand about jobs in modern nursing homes in Seattle.

In the summer of 1959, only nine orders for as many workers were received from nursing homes. The operators of these homes had been contacted by the local office on only a hit-or-miss basis and had not been thought of as a good source of business. The supervisor arranged for the unit's Employer Relations Representative to contact various nursing homes to explain the services offered and to develop potential openings for the many available applicants. This approach brought an increase in employer acceptance and job orders.

In 1963, the Unit Supervisor, the Employer Relations Representative, and a central office Occupational

the Nursing Home Industry

L. E. HUGHES

Analyst were invited to attend a meeting of the Washington State Nursing Home Association to explain the services available from the Department. The Occupational Analyst discussed the various facets of the industrial services program. He explained the purpose and use of organization charts, staffing schedules, and job specifications, and how they could serve as a sound basis for evaluating the organizational structure and benefit both nursing home management and the Employment Service in recruiting qualified applicants and in establishing a much needed training program.

Representatives of the Association pointed out that, for homes to be accredited, their operators must meet certain standards. Among these standards were job descriptions, which the Employment Service could supply.

Almost immediately, the local office received requests from 24 nursing homes for the Department's Occupational Analysis and Industrial Services unit to study their operations. Some of these requests, from homes still under construction, were intended to insure adequate staffing with qualified workers when the homes opened. In these cases, the local office had ample time to do selective screening, based on the information contained in the staffing schedule and the job duties and performance requirements specified in the job descriptions. It could also administer specific aptitude tests, when applicable, as an aid in selection.

There has been a continuous demand for industrial services, extending to other parts of the State. Each study has brought an increased penetration and an improved acceptance of the Employment Service as a source of recruitment for nursing homes.

The Nursing Home Association's new concepts of patient treatment and rehabilitation have resulted in an increased demand for workers with specific aptitudes and specialized training. This brought to light a shortage of qualified workers, especially nurse aides and licensed practical nurses, which is now being alleviated through training classes under the Manpower Development and Training Act.

The job analyses conducted in the various nursing homes revealed that, in addition to the training provided in the nursing field, there was a need for at least in-service training of workers in the dietary, housekeeping, laundry, maintenance, and office departments, and in management, including supervision at various levels. This need is being alleviated in some of the nursing homes through their own efforts and the assistance of the State Department of Health. New services are being incorporated, including physiotherapy, hydrotherapy, and vocational therapy, to hasten the partial, if not total, recovery of the patient and shorten his required stay in the home. A number of homes employ a dietitian on a consultant basis or as a regular staff member where management operates two or more homes.

L. E. Hughes is Supervisor of Occupational Analysis and Industrial Services, Washington State Employment Service.

This nurses' station is well equipped with consoles of intercom and patient call boards.

Jobs are varied in this modern nursing home kitchen.

Physical therapists and helpers are needed for this hydrotherapy pool.

Nursing homes are classified in one of four categories, according to type of patient care provided, ranging from ambulatory to intensive care. The home classified as ambulatory does not require as many registered and licensed practical nurses as one providing intensive care. Job variables for selection purposes must be reflected in the job specification regardless of classification. This is also true of homes with various bed capacities. In the smaller homes, duties were usually found to overlap, while in the larger homes each worker's duties were more specific.

Copies of each study are given to both management and the local offices. The staffing schedule presents local office personnel with an overall picture of the firm's organization and staffing requirements. The job specification saves the employer time in placing an order with the local office, minimizes the time of local office personnel in taking and preparing a job order, and enables any placement staff member of the local office to make a selection of a qualified worker.

A number of the nursing home operators and, in some cases key personnel, have expressed their appreciation of the local office service and how it has helped in the administration of their establishments. One operator stated, "The study assisted me and my staff materially in obtaining a better understanding of our management-employee relationship. It certainly expedited our accreditation."

A past president of the Washington State Nursing Home Association said, "We are an industry, and as such, when we need assistance we seek it from those who are professionally qualified to give it. So, when we have a demand for workers, we call the Washington State Employment Service. We have been convinced of this professionalism through the services rendered, both by the local office staff and the Occupational Analysts of your Department."

The industrial services program is continuing to play a key role in the development and utilization of personnel management tools and techniques to meet new concepts of the nursing home industry in the Seattle metropolitan area and throughout the State.

Industrial Services Reach Maturity in Utah

RODERICK D. McCRIMMON

What the ES Industry Service in Utah has done and is doing to help employers with personnel management problems, and the resulting increased stature of the Employer Relations Representative, are described in this article.

Utah's Industrial Services program as presently designed really got underway about 1943 when a rather large—for Utah—dressmaking plant was about to move out of the State because of extreme labor turnover problems. The usual techniques for dealing with this situation had already been tried and found ineffective: Careful selection and testing of candidates, increased wages and fringe benefits, refreshment dispensers in strategic locations, management personnel grimly displaying a gay and democratic posture.

The supervisor of Industrial Services was asked to help when the operation was truly on its last legs. Through an anonymous employee opinion poll, he found the real causes behind the rapidly deteriorating situation: High-pressure training and supervision methods which were extremely tension-producing to workers accustomed to the slower pace of life in one of Utah's rural counties.

When the president of the company was enlightened as to the unsuitability of these methods in this part of the country, he made drastic changes in both supervision and training. He also changed and stepped up his public

Roderick D. McCrimmon is Chief, Employer Relations and Industrial Services, Utah Department of Employment Security.

relations program. As a result, several branches have since been added to the company's Utah operation. These are now considered among the more desirable places to work in the State. Full acknowledgment of the vital part he played in keeping the company in Utah was made to the supervisor of Industrial Services by the president of the company.

Through this experience, the Utah Industrial Services unit became more strongly oriented toward employer problems in the broad field of personnel management. The experience and know-how gained in 20 years by the small Industrial Services unit of five men—three of them located in local offices—filter down throughout the employer relations and placement staffs and invigorates their employer contacts and services.

Industrial Services Helps Analyze Problems

In these 2 decades, management in Utah has become aware of the general benefits accruing from improved personnel practices. However, in many instances, employers have not been able to analyze their problems in terms of causes and remedial actions applicable to their specific circumstances. This is where the Industrial Services program comes into play. The end product of this activity may vary from as small a service as a new application form tailored to the employer's needs, to a service such as that completed in 1960 when a new salary and classification system for all departments of the Utah State Government was installed. In the latter, the Industrial Services unit guided and advised a 22-man Personnel Advisory Committee chaired by the Personnel Director for the State who was accountable to the Governor and Board of Examiners. The Industrial Services unit's phase of the overall program took about 9 months. In this work, considerable use was made of an updated version of the Employment Service Job Analysis Institute for Employers, and the ES Industrial Job Evaluation Systems, supplemented by other textbook material.

We make it a rule never to recommend a specific remedy to an employer but we do encourage him to do some new thinking about his problem by providing alternative methods used by companies in similar situations and then let him tailor his own solutions. In this latter regard, we have come upon a trade secret of management consultation work: *If you can get the management team interested in its problem and in taking concerted action, it will come up with better, more reliable and practical solutions for the particular needs than any outside "experts" could possibly work out.*

Basic to this or any other consultative service is a carefully selected and classified reference file of materials pertinent to the subject. Research and continuous review of current personnel management literature is therefore an important facet of the Industrial Services technician's function. Appropriate selections are reproduced (with permission of author and publishers) and distributed to interested members of the business community who have asked to be informed of timely ideas.

In our contacts with employers, we seek to underline the fact that the Employment Service, through its long

The Employment Service was able to help a rather large Utah dressmaking plant overcome a high labor-turnover problem.

experience and contact with thousands of employers, has developed valuable tools and techniques that employers may use in improving their personnel practices. With these tools and techniques, and with occasional research, we help them analyze causes of absenteeism and high turnover, set up sound personnel records, induction training, weighted application techniques, and exit-interviewing programs. We offer them guideline material on such various phases of personnel programing as suggestion systems, training, labor needs analysis, supervision, and communications.

Over the years, we believe that we have established a reputation in Utah for professional work in this field which has increased the stature and reputation of our agency. While most of this activity has increased our employer acceptance, its main goal has been to serve the people of the State and to help stabilize its economy. We believe that, as a result, we are now in a good position to tie constructively into the multi-faceted programing of the Employment Service which is rapidly becoming a way of life.

Next Month . . .

Employment of the Handicapped

20th Anniversary of NEPH Week

Florida's "Operation Space"

ROGER E. STIGER

Concerted efforts to widen the scope of industrial services and strengthen relationships with employers have resulted in better service to both employers and applicants and an improved public image of the Employment Service.

Florida's population has expanded so rapidly in recent years, partially because of the advent of space-oriented industry, that the Employment Service's capability to maintain effective service to applicants and employers has required the best thinking and efforts of the entire staff.

We have found the following tenet particularly helpful: "We must work effectively with what we have and attempt to find realistic means of solving our present problems within existing facilities and staff."

In 1961, the Employment Service took a critical look at what it was doing to determine what it did well and what is was not doing that employers could reasonably expect.

The study showed that the Employment Service had earned an excellent reputation with those employers it regularly contacted and served. It regularly received orders from them and identified and helped them with problems that required technical assistance, industrial services, and general recruitment, selection, and referral.

But the study also revealed that the ES image in the community as a whole, with smaller employers, and with public information media was hazy, sometimes ill-defined, and in some of the smaller areas practically nonexistent. Many of the minor market employers had little factual knowledge of the scope of the services to which they were entitled, and from which they could benefit. In short, the Employment Service was doing a good job with those people from whom it regularly solicited business but was not really serving the total community.

The most pressing problem facing the Employment Service seemed to be the need for an improved image. This need could not be met by public relations alone, but rather by providing an improved service to both applicants and employers.

"Operation SPACE" was initiated by the State Employment Service in 1961 and 1962 to provide this improved service.

The key objectives of "Operation SPACE" are:

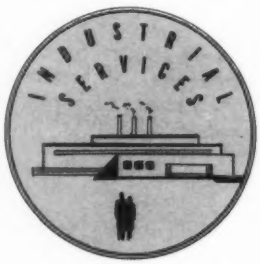
S—*SUPPLY* employers with qualified employees.

P—*PLACE* unemployed workers in jobs for which they are best suited.

A—*AROUSE* greater awareness on the part of employers and employees of the facilities and services offered by the Florida State Employment Service.

C—*CREATE* an atmosphere in which the local Employment Service office will become the community center for jobseekers and for employers seeking well qualified employees.

E—*EFFECT* greater efficiency on the part of personnel in the Florida State Employment Service.



Business, industrial, and community leaders were invited to several "kick-off" breakfasts throughout the State to launch "Operation SPACE." The Governor was one of the principal speakers.

Plans for "Operation SPACE" included the setting up of area advisory committees made up of business and labor leaders, but also emphasized the special training of individual employees to meet the challenges of "Space Age Industry" and the publicizing of the program to obtain maximum employer acceptance.

"Operation SPACE" fully demonstrated its potential from the first when it was tried out in Jacksonville.

The Governor actively supported the plan, meeting with business leaders and officials of the State Employment Service to encourage its adoption in other metropolitan areas throughout the State.

Local "SPACE" office managers were given authority to establish occupational-industrial units large enough to meet the demand potential of the various industries of the area. Capacity to increase and improve services to employers and applicants was demonstrated by 30 to 50 percent increases in placements in each area.

Each placement unit of a "SPACE" office is headed by an Account Executive, who works in the field contacting employers on a part-time basis. The Employer Relations Representative of the unit serves as Assistant Account Executive. The activities of all placement units are synchronized by the Assistant Manager who coordinates placement, employer relations, industrial services, and testing.

The operation included the setting up of a series of training programs designed to better equip present Employer Relations Representatives and others to assume, with responsibility, the role of Account Executives.

New staff was hired and others promoted to fill vacancies in our Employer Relations and Industrial Services staff, and provided with

(Continued on page 21)

Roger E. Stiger is State Supervisor, Industry Service and Employer Relations, Florida Industrial Commission.

Impact of Education on Employment—Whites and Nonwhites

Impressive gains have been made in the educational attainment of workers since 1940. Among nonwhites, the proportion 25 to 29 years old completing at least 4 years of high school has quadrupled during the 1940–64 period, while the proportion completing at least 1 year of college has more than tripled. The corresponding increases among whites have been about 76 and 88 percent, respectively.

As impressive as these percentage gains may be, they should not obscure the fact that large numbers of American workers still have very limited amounts of formal schooling, and that the differences between whites and nonwhites in this respect are still large. In March 1964, about one-fourth of the white working men 18 years old and over and nearly half of the nonwhite working men had completed no more than 8 years of school. Among working women, the corresponding proportions were less than one-fifth among the white women and over one-third among the nonwhites. The disparity between whites and nonwhites was equally great at the upper end of the educational scale. Among the whites, 13 percent of the male workers and 10 percent of the females had completed 4 years or more of college. The corresponding proportions among the nonwhite workers were only 6 and 5 percent, respectively.

The educational gap between whites and nonwhites has narrowed perceptibly among males both in and out of the labor force, and among working women. However, among women not in the labor force, the difference between the two races was about as large in 1964 as in 1952.

Among white males, the educational distribution of the employed and the unemployed has remained practically unchanged between 1962 and 1964. Nearly 60 percent of the employed had completed at least 4 years of high school, while less than 40 percent of the unemployed had this much schooling.

A similar pattern is seen among white women; two-thirds of the employed and only about half of the unemployed had completed at least 4 years of high school. However, a noticeable increase is apparent between 1962 and 1964 in the proportion of unemployed white women who have had some college education.

Among nonwhite workers, the difference in education between the employed and the unemployed is not nearly so pronounced as among the whites. Only one-fourth of the unemployed nonwhite males had completed 4 years of high school or more in 1964, and the corresponding proportion among the employed was not much higher, barely one-third. The proportion with 8 years or less of elementary schooling was about the same for both employed and unemployed nonwhite males, and was actually higher among employed nonwhite females than among the unemployed. These findings suggest that the risks of unemployment are not reduced as sharply with rising educational levels among nonwhites as they are among whites.

Florida's "Operation Space"

(*Continued from page 20*)

appropriate training in the best professional methods of matching total service to employer needs.

The proper maintenance of full employer records, as time-saving tools, is a subject of continuing training and evaluation by central office personnel and local office supervisors.

The recognition of the need for industrial services, together with the potential of the expanded supply of youthful workers, has been related not only to the providing of improved technical services to employers, but also to the provisions of the Manpower Development and Training Act.

Under "Operation SPACE," the Florida State Employment Service, in cooperation with the Department of Education, has established 125 MDTA training classes providing job training to 3,900 trainees in shortage occupations.

Under "Operation SPACE" industrial services, covering a wide range of activities, was furnished to 826 employers in 1964. These services are designed to promote the effective use of each employer's present top staff, to improve the effectiveness and stability of his work force. "SPACE" has also tended to foster, facilitate, and expedite a better quality of placement service, and to attract an increased number of skilled and professional applicants.

Each Industry Service Representative has been trained in how to simplify, standardize, expand, or dilute jobs in order to take maximum advantage of the Employment Service and the skill potential of the existing work force, employed and unemployed.

As a result of "Operation SPACE," the Florida Employment Service has not only improved its image as the "Job Placement Center" but has also backed up this improvement with a significantly improved capacity for and quality of service to applicants and employers alike.

A. Worley Brown, Past Chairman, Florida Industrial Commission, introduces television news commentator, Walter Cronkite, principal speaker at the West Palm Beach "kick-off" breakfast.

ES Aids to Employers

(*Continued from page 13*)

aptitude tests selected or developed, or any other information or techniques affecting the recruitment, selection, and assignment of workers that have been recommended and accepted as solutions to particular work force problems. Local office use of these devices is essential to a quality placement service for the firm and to the continuing solution of its work force problems.

Savings for the Employer; Job Satisfaction for the Worker

The Industrial Services program helps employers reduce the costs of

—locating and selecting qualified workers,

—fitting them effectively into his organization as productive workers,

—recurring losses in production and profits that result from excessive worker turnover and absenteeism,

—excessive time required to fill job openings because of a poor "image" in the community that results from adverse working conditions and personnel policies and practices,

—unnecessarily high unemployment insurance rates,

—delays in hiring, inadequate employee information, and time-consuming personnel management operations resulting from cumbersome and inadequate personnel methods, forms, procedures, and paperwork,

—curtailed production resulting from lack of readily available replacements in key positions because of inadequate training programs and skill inventories within the organization,

—a variety of conditions, such as reduced production, excessive production rejects, grievances, and absenteeism, that result from poor morale among employees.

Some examples of the kinds of service given include:

—A Florida manufacturer found that his labor turnover (voluntary quits) rate had dropped from 84 percent for a 7-month period prior to assistance through the Industrial Services program to zero for the succeeding 5 months of a followup study.

—A garment manufacturer in Georgia who was experiencing selection and turnover problems reported that, as a result of technical aid, (1) quits dropped from 5 percent to 1.2 percent; (2) trainee dropouts were reduced from 50 percent to 10 percent; (3) improved selection methods reduced the costs of training from $500 to $200 per trainee; (4) production increased by approximately 10 percent at a lower unit cost; (5) makeup pay for trainees dropped from 6 percent to 2 percent; (6) unemployment insurance rates dropped from 2.7 percent to 1.25 percent.

—A national manufacturing firm was so impressed with the results of technical assistance provided at a New Jersey plant to resolve a selection problem involving three major production operations that the plan to resolve the problem was adopted throughout the national chain of more than 60 plants.

—The trucking industry and union officials in a Pennsylvania community were experiencing critical shortages of experienced truck drivers, particularly for long-haul equipment. After thorough study and analysis by Employment Service technical staff, an MDTA training course was approved and, as the first section of a group of 110 trainees complete their training, the end of truck driver shortage in this area is in sight.

As a bonus for local office effectiveness in working with an employer to solve a troublesome in-plant work force problem, the employer also becomes a steady user of the placement facilities of the Employment Service. A lasting relationship of mutual confidence and respect is our reward.

The Public Employment Service

(*Continued from page 3*)

permitting the servicing of discriminatory job orders had been annulled.

Congress made nondiscrimination the law of the land in the Civil Rights Act of 1964 and titles VI and VII clearly set forth the responsibility of the Employment Service. Complying fully with the requirements of title VI may present difficulties for some, but these difficulties are not insurmountable. The Civil Rights Act, in demanding that there be no discrimination, simplifies the problem of compliance by making it a matter of law, not discretion, and by placing a similar obligation on employers, private employment agencies, and other governmental recipients of Federal funds.

In the effort to make the Employment Service system work effectively for all the people, success will be achieved through the sincere, dedicated, and conscientious cooperation of every member of the Employment Service staff at every level of operation.

Minority Program

(*Continued from page 12*)

services are provided to high school seniors entering the job market from the Phoenix Indian School and the high schools on the Navajo Indian Reservation.

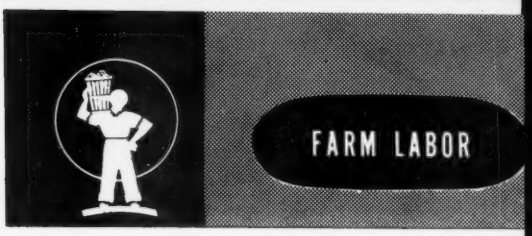
The Phoenix Industrial and Service Office staff includes a Minority Group Placement Specialist who works primarily with off-reservation Indians seeking employment in the Phoenix area.

Every 2 weeks a minority leader is invited to make a short presentation to ES staff members on the aims of his organization and minority problems from his point of view. He is then taken on a tour of the Industrial and Service Office and the Professional, Sales, and Clerical Office.

When nonviolent, direct action demonstrations took place in Arizona, the racial climate grew tense. Due to its favorable position with minorities, the Employment Service was called upon to give guidance and assistance to other agencies whose hiring practices were open to challenge by civil rights groups.

Perhaps the greatest asset of the Arizona State Employment Service's community action is the development of many lines of communication that reach deep into the minority communities. These lines will be utilized as a means of "outreach" for the recruitment activities of the Job Corps and Youth Opportunity Centers. The Employment Service will thus be educating and exposing the minorities to opportunities for growth and development which under ordinary circumstances might have been rejected.

Domestic Farmworkers Meet Growers' Seasonal Labor Needs



For over 100 years, foreign workers have been employed in seasonal agricultural jobs in the U.S. and, since 1951, under provisions of Public Law 78, the Federal Government has helped growers to obtain such workers. However, since this program ended on December 31, 1964, their use has been minimal. In fact, less than 2,600 of such workers were employed on U.S. farms on June 30, 1965, compared with over 65,000 a year earlier.

What effect has the decline in the use of foreign workers had upon U.S. agriculture? Secretary of Labor W. Willard Wirtz answered this question on July 7, when he appeared before the Senate Subcommittee on Migratory Labor. He testified in "full support of the purpose of the legislation before the subcommittee: to eliminate the inequities which agricultural workers presently endure. . . ." The following paragraphs are excerpts from his testimony.

"*First,* it has become completely clear that the earlier broad allegation that U.S. workers will not perform 'stoop labor' has no basis in fact. There has not yet been a testing of this allegation with respect to one agricultural operation—the cutting of sugarcane in Florida; for that season has not yet arrived. In a score of other operations, however, the now proven experience is that this work will be performed by U.S. workers if the price paid for it is reasonable.

"*Second,* no significant labor shortages have developed. Where the growers and the employment service offices have cooperated in securing domestic workers, the supply has proved adequate in almost all cases. The difficulties which have been encountered have proved much less than those which might have been anticipated from a changeover of the kind required by the termination of Public Law 78 (under which over 177,000 Mexican nationals were brought in last year). Where there has not been this cooperation, the difficulties have been more serious. But by and large, there has been a high degree of acceptance by U.S. growers of the decision to terminate Public Law 78 and to rely to a much larger extent on the use of domestic workers.

"*Third,* there have been only a few isolated instances of crop losses which can be identified with *unusual* labor shortages. There are, every year and in most crop harvests, *some* peak situations in *some* areas in which a small percentage of the crop may ripen too fast for the available labor supply to handle it. The available evidence indicates that the total of such losses this year has been less than in many other years. Total harvests this year in most crops which formerly used foreign workers have been larger, especially on a per acre basis, than the 1964 harvest or the average harvest over the past 5 years.

"*Fourth,* food and fruit prices for farm products on which foreign workers were used last year (but more domestic workers are being used this year) are *on the whole less than they were last year.* This is primarily because of increased production. Wages for seasonal farmwork have gone up. But field labor cost is a very small percentage of costs to the consumer. The increase has, except on a few items, been more than neutralized by the increase in production.

"In general, prices this year for fruits and vegetables have not risen or fluctuated any more for crops which foreign workers used to pick than they have for other food prices.

"Where there have been unusual price increases the reason has been, with few exceptions, a special weather condition. This was the case, for example when, in May and June, lettuce prices went up in East Coast grocery stores to 49¢, or about 20¢ above normal. The reasons for this, which included a temporary shortage of lettuce because of the effects of weather on the various growing areas, became evident when the price dropped back to normal 2 or 3 weeks later. Yet there was at the time a widespread and obviously planned program designed to persuade the public that the increase was because of a labor shortage and higher labor prices resulting from the cutting off of the Mexican labor program. The 20¢ increase, it was implied, was going into the domestic worker's pocket.

"The facts are that the field laborers got, this spring, 1¢ to 1½¢ per head for picking lettuce; that every lettuce grower in the country has had at all times this year all of the labor he could use; and that the harvest has been—except for those 2 or 3 weeks—above normal.

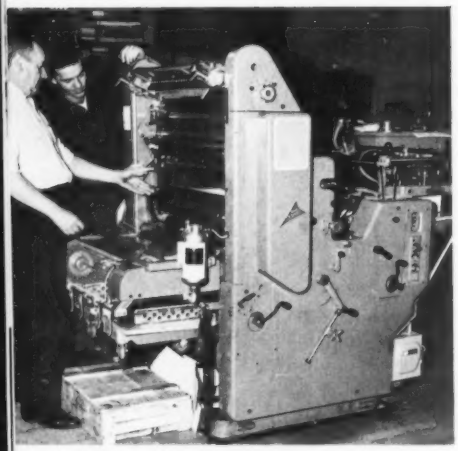
"The cost of bringing seasonal agricultural wages up to the level of about $1.25 to $1.40 an hour is equal to, in very rough terms, about 1¢ per unit for *most* vegetables and fruits—per pound or per dozen or per head or whatever the ordinary unit may be. (This is higher in the case of strawberries—about 6¢ a pint—and asparagus—about 4¢ per pound.) If retail prices go up more than that and if the increase is blamed on rising labor costs in the fields, the American housewife is being denied her right to know the truth.

"*Fifth,* the present prospect is that from 50,000 to 100,000 more farm jobs will have been filled this year than last year by U.S. workers, and that as a result as much as 50 million dollars will stay in this country instead of leaving it. . . ."

The Secretary concluded on the following point: "There are two views of man's role in the determination of his own future. One is summarized in the phrase 'the inevitability of progress.' . . ." The other view suggests that human effort determines the "inevitable," and "finds the present farm labor situation man's fault and therefore within man's capacity to cure it. . . ."

After MDTA Training—

Auto mechanic



Offset printer

Commercial fisherman

What happens to those who enroll in MDTA training in Massachusetts after completion of training and to those who drop out is revealed in this survey that points up both the successes and problems involved.

MDTA training in Massachusetts was begun late in 1962 after several years of agitated upheaval in the Commonwealth's economy. In the years following World War II, the once mighty textile industry suffered an awesome disintegration. More than 74,000 textile jobs evaporated between 1950 and 1963, a loss which was only partly offset by new work opportunities arising from the research-oriented industries of the aerospace age. An overall decline of 51,000 manufacturing jobs between 1950 and 1963 concealed thousands of job shifts between manufacturing industries, with a net gain of 47,000 jobs in durable goods producing industries (principally electronics) and a net loss of 98,000 in nondurable goods (principally textiles and shoes).

For every manufacturing job lost, nearly five nonmanufacturing ones had been created, largely to supply facilities for trade, service, finance, real estate, education, medical care, and government to the new suburbia. Many of the new jobs created by the suburban population explosion could not be filled by the victims of factory closings. Disproportionately for women in nonproduction occupations, the new jobs were sometimes less than full-time, and often geographically remote from the concentrations of unemployed people. Also, technical qualifications demanded by employers were sometimes far above the abilities of those displaced by the turbulence of the job market.

After recovery from the textile collapse of the early 1950's, the Massachusetts unemployment rate was comparable with the national rate except in 1956, when strong gains in durable goods industries and in nonmanufacturing carried the unemployment rate to a low 3.5 percent, compared with 4.2 percent nationally. Through the 1960–61 recession, unemployment continued below the national average. Statewide unemployment rates ranged between 5.4 and 5.9 percent from 1960 through 1964. In Massachusetts, as elsewhere, good jobs were going begging while more than 1 in every 20 of the work force was unemployed. The possibility of reducing hard-core unemployment by MDTA training was enthusiastically welcomed.

State and Nation Compared

Comparison of those in Massachusetts with those in the Nation enrolled from the beginning of MDTA through June 1964 shows certain differences which arise partly because the declining industries in Massachusetts had been the old consumer goods industries of textiles and shoes. Those displaced were often older workers with high seniority and the lower educational level that went with their era. Three-quarters of those enrolled in Massachusetts were men, compared with three-fifths in the Nation. Forty percent had had 10 or more years of employment as compared with 29 percent nationally. Twenty percent were 45 years of age or more, compared with only 11 percent in the USA. However, about 57 percent of both Massachusetts and all MDTA trainees were heads of households and had a 12th grade or better education. (The early screening processes in Massa-

Elinor J. Rowe is Chief Supervisor, Research and Statistics, Massachusetts Division of Employment Security.

Pictures show actual MDTA training

WHAT?

ELINOR J. ROWE

chusetts, as elsewhere, tended to select the better educated trainee.)

The MDTA courses offered were imaginative and varied. City boys taught to climb trees in a quaintly named course for "Arborist" were snapped up by the telephone company to keep its lines clear. Whole classes of men given short courses in machine shop trades were literally snatched from the classroom by skill-hungry metalworking plants. Most popular fields for male trainees were: semiskilled metal-working and machine shop specialist, auto mechanic and auto-body repairman, arborist, cook, baker, meat cutter, workers in shoe trades, and electronic technician and assembler. Women were trained in clerical and sales skills, except for small numbers enrolled in courses for licensed practical nurse, nurse aide, and flower arranger.

Data on MDTA Trainees

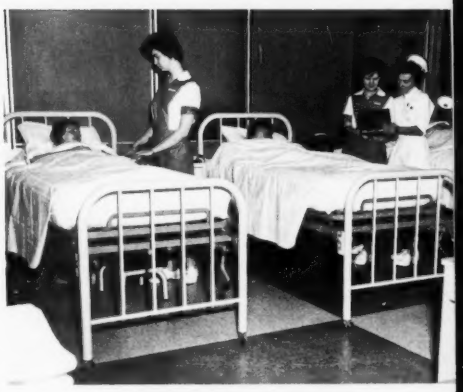
Facts abound on the characteristics of the MDTA enrollees as of the time they commenced retraining. Their age, sex, marital status, education, primary occupation, previous work experience, veteran status, etc. are available in great detail. Comparatively little was known of their experience after training.

Some information on graduates was available in the local offices for the first 4 months after graduation, particularly for those placed by the Employment Service. Less was available on the dropouts, a heterogeneous group ranging from those who quit the first day to those who went through months of training before dropping out. In small areas, the local offices were often surprisingly well informed on the trainees' experience after leaving school. In large metropolitan areas, it proved most difficult to keep up with the current addresses of a substantial number of the trainees, let alone their current labor force status.

To shed some light on this dimly lit area, a simple questionnaire was mailed to the 2,108 trainees who had been enrolled in the first 90 MDTA courses which had been completed by May 31, 1964. The survey form was held to five simple questions in the hope of boosting response. The trainee was asked if he was then working, at what kind of work, what other jobs he had held since training, had his training helped, and, if not employed, the reason—cannot find work, waiting to start job, family responsibilities, illness, or other reasons. Some 800 of the 2,108 were known to have dropped out, many to accept training-related jobs, while 1,300 had completed their courses.

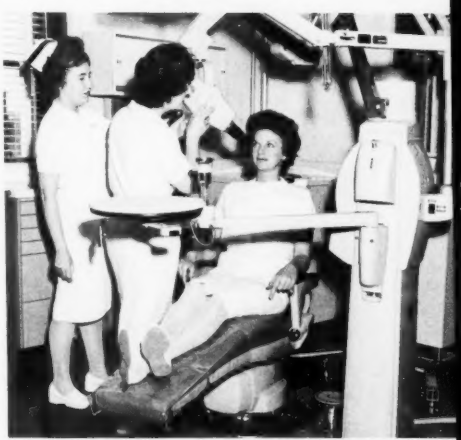
Local office estimates made within 4 months after the ending of the respective courses had credited 65 percent of the graduates with finding employment. This checked out reasonably well with the graduates responding to the questionnaire, who reported that nearly 72 percent of their number were at work at the time of the survey. All had been out of training at least 2 months; some had been out for over a year. The higher ratio of respondent graduates reporting themselves employed can be explained by the longer period of time since graduation during which work could have been found. Also, a graduate who had found employment would be more apt to return the questionnaire than the trainee who had not yet succeeded in finding work.

Of the 2,108 trainees circularized, slightly more than half (54 percent) returned usable responses. Nearly twice as high a percentage of those who completed the course returned the questionnaire, 76 percent, compared with 39 percent of the dropouts. Women (trained predominantly in clerical skills) responded better than



Nurse aide

Meat cutter



Dental technician

courses in progress in Massachusetts.

Table 1.—Employment Status of Respondents to Survey of Massachusetts MDTA Graduates and Dropouts

[In percent]

	All	Employed	Unemployed	Not in labor force
All men	100.0	72.0	19.8	8.2
Graduated	100.0	73.4	20.1	6.5
Dropped out	100.0	68.6	19.0	12.4
All women	100.0	64.6	19.7	15.7
Graduated	100.0	68.8	17.8	13.4
Dropped out	100.0	40.4	30.7	28.9

Table 2.—Massachusetts MDTA Graduates vs. Dropouts Employed, by Selected Training Courses

Training received	Number of respondents	Number employed	
		Graduates	Dropouts
Clerical and stenographic	319	184	24
Semiskilled metalworking trades	280	140	55
Skilled metal trades	90	50	20
Electronic technician and metal fabricator	102	53	26
Shoe trades	75	28	21
Floral designer, arborist, landscape gardener	58	39	5

Table 3.—Employment Rates of MDTA Enrollees (for completions through May 31, 1964)

Type of course	Number enrolled	Responded		Employment rates as of August 1964 (percent of respondents)	
		Number	Percent of enrolled	Graduates	Dropouts
Floral designer, landscape gardener arborist	118	58	49.2	79.6	55.6
Electronic technician, metal fabricator	206	102	49.5	85.5	65.0
Dental assistant	33	17	51.5	92.9	33.3
Clerk, general office; typist stenographer	468	319	68.2	67.9	50.0
Skilled occupations in metal trades	158	90	57.0	76.9	80.0
Semiskilled occupations in metalworking	531	280	52.7	70.7	67.1
Occupations in repair and maintenance of motor vehicles	70	32	45.7	95.2	63.6
Occupations in the manufacture of boots and shoes	239	75	31.4	65.1	65.6

men. The mobility of the group is demonstrated by the fact that 150 could not be located after fairly intensive effort. Some of this group were Spanish-speaking immigrants who, as is characteristic of newcomers, moved frequently. However, high net outmigration in Massachusetts—estimated at 95,000 between 1960 and 1962 (nearly 2 percent of the 1960 population)—was another reason for the nonresponse encountered.

Nearly three-quarters of the graduates returning questionnaires had worked at some time since graduation, while 65 percent of the responding dropouts had had some work. While nearly twice as high a percentage of graduates responded to the questionnaire as did dropouts, most of the male respondents had some work after training—73.7 percent of those graduating and 70.4 percent of those dropping out, with the graduates twice as apt to be in training-related work as the dropouts. However, women respondents exhibited a strong divergence between graduates and dropouts, with 74 percent of the female graduates having had some employment, compared with only 42 percent of the dropouts.

At the time of the survey, respondents reported their labor force status as shown in table 1.

Male trainees who completed their MDTA courses obviously had the highest chance of employment (also of unemployment, because they had the lowest rate of withdrawal from the labor force). Only 6.5 percent of the male graduates were out of the labor force, compared with 12.4 percent of the male dropouts. Among women, 13.4 percent of the graduates, and 28.9 percent of the dropouts had withdrawn. Women attributed their withdrawal principally to domestic responsibilities or illness; men, to illness and commitments to the military.

Nearly one in five of the male respondents was unemployed, with no significant difference between graduates and dropouts. While similar proportions of women and men were unemployed, the female dropout reported a higher share of joblessness (30.8 percent) than the graduate

(*Continued on page 47*)

Cleveland's Annual Job Center For College Graduates

HENRY W. COCKFIELD

A few years ago it would have been difficult to operate this type of job center, focusing as it did, specifically and obviously, on equal employment opportunity. This statement was made by Dr. O. A. Ohmann, Executive Director of the Businessmen's Interracial Committee on Community Affairs and a retired official of Standard Oil Company of Ohio. He was referring to Cleveland's First Annual Job Center for College Graduates held December 28–30, 1964.

The Job Center was sponsored as a nonprofit venture by the Occupational Planning Committee of the Cleveland Welfare Federation, at the request of the Businessmen's Interracial Committee. (The Committee is composed of 38 white leaders of Cleveland business and industry and 27 key leaders of the Negro community. It had been formed to help improve conditions following a series of civil rights demonstrations and racial incidents earlier in the year.)

As part of an equal employment opportunity program for all college seniors, the Job Center was designed to accomplish the following purposes:

1. Direct special attention to seniors from minority groups and enable them to broaden their career horizon with employers;
2. Furnish employers in the Cleveland community advance opportunity to interview college seniors from this area;
3. Permit large and small size employers a convenient time and place to interview college students at minimum cost;
4. Furnish professional vocational guidance to graduating seniors.

The idea for the Job Center was based on the Bureau of Employment Security's program of service to predominantly Negro colleges in February and March 1964. At re-

Henry W. Cockfield is Regional Representative, Region V, Bureau of Employment Security.

At the first session, the students were briefed on the purpose and operations of the Job Center. Employers with identifying signs were seated along the sides of the ballroom.

Photos courtesy CLEVELAND PRESS

gional office staff meetings in Cleveland, the idea seemed sound in all respects. A regional representative visited nearby Central State College and Wilberforce University in September to learn what officials of those two schools might think of the idea. They were favorably impressed and promised participation.

Time was pressing. If such a program were to be successful, its immediate acceptance and support by employers and the community were imperative. The sponsoring agency must enjoy their complete confidence. The sponsor would need adequate staff and resources to coordinate a large undertaking in a short span of time.

Because of previous program commitments, the State Employment Service was unable to serve as sponsor. The counsel of Dr. James A. Norton, president of the Greater Cleveland Associated Foundation, was sought. He had been a strong influence in the development and introduction of the skills bank by the Cleveland Urban League and the Ohio State Employment Service. Dr. Norton read the proposal and suggested that the Businessmen's Interracial Committee might be interested in this plan.

Dr. O. A. Ohmann, Committee Executive Director, was interested. He "tested" the idea further by getting the reactions of top personnel representatives of several firms. As in the regional office, all agreed that, while the suggested program was focused on improving the employment opportunities of minority groups students, other students should not be excluded. In fact, an equal employment opportunity program available to all students would enhance its general acceptance, thereby broadening the base of job exposure for minorities.

Dr. Norton thought a nominal registration fee from employers would cover the costs of the program. If not, he felt that the Greater Cleveland Associated Foundation would be willing to underwrite any deficit.

During the first week in October, representatives of the Chamber of Commerce, Associated Industries, United Negro College Fund, U.S. Civil Service Commission, and the Bureau of Employment Security, and college recruiters of two large corporations met at luncheon to evaluate the proposal, determine its feasibility and, if satisfactory in these considerations, recommend a sponsor.

The proposal was judged worthwhile. It was agreed that the program could be developed before the Christmas holidays. The inherent economy and the possibility of early face-to-face interviews with a wide representation of prospective graduates appealed particularly to the college recruiters and the Associated Industries representative. The group recommended that the Occupational Planning Committee (OPC) be the sponsor.

Photos courtesy CLEVELAND PRESS

Two college students study job fact sheets at the Center: Jim Simelink, biology major, Toledo University, and Catherine Johnston, health and physical education major, Tennessee Agricultural and Industrial State University.

On October 13, OPC was authorized by its executive committee to sponsor a "Job Placement Conference," to be held between Christmas and New Year's Day. An advisory committee, representing a broad range of civic and community interests and including the abovementioned luncheon group, was selected and met the following week. The Personnel Representative of the Cleveland Electric Illuminating Company was appointed chairman and the OPC Youth Coordinator was named secretary.

As a working committee, the advisory committee would:

1. Plan, organize, and carry out the program;
2. Make decisions and give leadership in the program;
3. Help minority group seniors secure employment commensurate with their education and training;
4. Work directly with colleges to inform them of the program and obtain their help and cooperation;
5. Contact employers and enlist their enrollment and full participation;
6. Work closely with boards of education, schools, and other agencies offering employment to college graduates;
7. Engage local organizations, churches, and community groups to help promote the program and assist in other ways.

The program was formally named "Cleveland's Annual Job Center for College Graduates." Arrangements were made to hold the Job Center at a Cleveland hotel on December 28, 29, and 30.

Letters, brochures, bulletin board notices, and applications were mailed to more than 100 colleges and universities. The list included all of Ohio's colleges and many in neighboring States and 33 predominantly Negro schools which had been selected by the Regional Director of the United Negro College Fund. Placement directors were asked to interest students in the Job Center and to urge them to register, at no cost, before December 10.

Approximately 2,500 letters, brochures, registration forms, and hotel reservation cards were mailed to employers whose names were supplied by the Chamber of Commerce and the Associated Industries of Cleveland. Employers were requested to register by December 1 (the fee was

$35) and to reserve rooms in which to conduct interviews. Each employer was asked to provide a list of the fields of study in which he wished to recruit.

The Job Center was well publicized in the newspapers and on radio and television. In addition, information was circulated in the Negro community through churches, neighborhood centers, street clubs, fraternal and social organizations, and specially beamed radio spots and interview programs.

On the first morning, 75 participating employers were assigned tables with identifying signs in the hotel ballroom. Details on program plans and procedures were outlined at the noon luncheon.

Students arrived in the early afternoon and assembled in the ballroom for briefing and to receive information brochures, schedules and interview forms. They were instructed to fill out the interview forms and arrange their appointment schedules with employers for interviews on the following 2 days.

When the Job Center closed, 749 students from 138 colleges and universities had been interviewed. Of that number, 76, approximately 10 percent, were Negroes. This representation was considered satisfactory, since it is estimated that only 5 percent of the college students from metropolitan Cleveland are Negro.

Joseph Taylor, the Regional Director of the United Negro Fund, regarded the Job Center as "the most encouraging gesture by Cleveland employers as a group toward the implementation of the equal employment opportunity concept."

Dr. Ohmann said, "The fact that Cleveland employers were enthusiastic about the idea and cooperated so effectively to make it a success is itself an indication of the change in equal employment opportunity climate. The knowledge that many of the best Cleveland companies were eager to seek out Negro applicants also left its impact on employers who have not stressed nondiscrimination in the past. It now seems to be the thing to do."

A final check with all employers will be made during this summer to determine and evaluate the number of students who were offered and accepted jobs. Plans got under way in June for Cleveland's "Second Annual Job Center" for 1966 college graduates.

Despite the evident success of the program, the regional office staff believes that it had one substantial weakness: There is no established procedure for the continued exposure of students to employment opportunities or of employers to student potential beyond that indicated at the Job Center. The Employment Service should be able to play an important role in this connection.

OCCUPATIONAL DEVELOPMENTS

Occupational Information Needs Expanding

VLADIMIR D. CHAVRID

With the quickening tempo of national manpower programs, the need for adequate occupational supply-demand information increases. Local occuptional needs and assessment of the manpower resources of a community are required for effective vocational education and for the design and initiation of meaningful training programs. Occupational manpower information on a national and local basis is needed for vocational guidance and counseling as well as for expediting the matching of jobseekers to available job opportunities.

The public Employment Service system has made and is continuing to make major contributions to the development and dissemination of needed occupational information. Basic day-to-day operations of the local employment offices are the source of much occupational data. Two of the major operating tools developed by the Employment Service to carry out its responsibilities, for example, have achieved universal acceptance: The DICTIONARY OF OCCUPATIONAL TITLES, for the identification of and relationships among occupations, and the GENERAL APTITUDE TEST BATTERY (*GATB*), for vocational counseling and for the selection of workers for specific jobs or training.

Vladimir D. Chavrid is Director, Office of Manpower Analysis and Utilization, U.S. Employment Service.

Job Opportunities Information

To relate worker potentials to specific training and job opportunities, the public Employment Service has been expanding efforts to define current and forecast future manpower needs by occupation, labor area, and industry through Area Skill Surveys, Training Needs Surveys, Occupational Guides, and Industry Manpower Surveys—currently being recast to take on the characteristics of industry skill studies.

Area Skill Surveys are designed to provide comprehensive local information on current employment and future manpower requirements in selected occupations, statewide, or for

AREA SKILL SURVEYS give comprehensive local information on current employment and future manpower requirements in selected occupations.

major geographical areas, for periods up to 5 years, and to ascertain training needs to fulfill these requirements.

Experience with this program has made it possible to develop refinements, with variations in approach which may improve the quality of the occupational forecasts and reduce the costs of such studies. These changes are incorporated in the HANDBOOK ON JOB MARKET RESEARCH METHODS, AREA SKILL SURVEY, soon to be released to the State agencies.

To date, 45 States have participated in making surveys, and more than 160 area skill surveys have been published, 28 are in progress, and 28 are in the planning stage. We are also planning to experiment with a nationwide Industry Skill Survey which will provide information on key occupations in a single industry across the country.

The Vocational Education Act of 1963 requires the Employment Service to provide occupational job market information to State vocational education systems. Area Skill Survey techniques, although not designed specifically for this purpose, do provide some comprehensive occupational data and long-range forecasts necessary for the development of education programs and curricula in the vocational education system.

The Training Needs Survey, an abbreviated Area Skill Survey, has been utilized successfully where speed is essential in identifying occupations providing a "reasonable expectation of employment" for training under MDTA and ARA. The kinds of occupational information developed vary from survey to survey, but most include 2-year forecasts of labor supply and demand pertaining to a specific occupation or to small groups of related occupations. Some 3,000 Training Needs Surveys have been completed since 1961.

Occupational Guides prepared by State employment security agencies provide a concise summary of the job duties and employment prospects for a single occupation or group of occupations in a particular area. These guides, of which over 1,500 have been prepared by 30 State agencies, contain information on the characteristics of the occupations, such as the nature of the job, training time required, method of entry and promotional opportunities, and on such economic aspects as current and anticipated employment opportunities and wages.

GUIDE TO LOCAL OCCUPATIONAL INFORMATION, periodically updated by the U.S. Employment Service, lists published Occupational Guides, cross-indexed by occupation and by area, and Area Skill Surveys. JOB OPPORTUNITIES INFORMATION, a 4-page flyer, lists Occupational Guides, Area Skill Surveys, and published Training Needs Surveys—completed, in progress, or in the planning stage.

THE JOB GUIDE FOR YOUNG WORKERS, a biennial publication of the U.S. Employment Service, provides concrete information on over 100 kinds of job opportunities open to inexperienced labor force entrants, and an orientation to the process of jobseeking and to the changing structure of our economy.

A new edition of THE JOB GUIDE FOR YOUNG WORKERS is now in preparation. It will include expanded information on job opportunities, both at the bottom of the skill ladder and at higher skill levels. Thus, the new edition will describe more of the kinds of jobs most likely to be within the grasp of young disadvantaged workers. At the same time, it will take account of the fact that technological change and other shifts in the economy have increased the demand for job market entrants with specialized skills for which some post-high school training is required.

The recently published edition of CAREER GUIDE FOR DEMAND OCCUPATIONS, with information on 71 selected jobs, is a ready reference for counselors furnishing information about occupations requiring pre-employment training that are of current interest because of present and anticipated demands for workers. It also serves, in part, as a basis for measuring the adequacy of community training facilities in schools and on the job, and for promoting the development of such facilities where necessary.

Planned for release by midsummer is a new edition of HEALTH CAREERS GUIDEBOOK, which was prepared in cooperation with the National Health Council. It contains information on education and training requirements for more than 200 occupations in the health field. It also gives pertinent information, prepared with the assistance of the Bureau of Labor Statistics, on earnings and employment prospects of these occupations.

ES Operating Data Measure Occupational Requirements

Clues to job opportunities lending themselves to both long- and short-term skill training are also available from the regular flow of Employment Service activities in the local offices. More comprehensive information can be developed by examining data on unfilled job openings at the public employment offices, particularly those unfilled for 30 days or more, on job orders canceled, and on locally hard-to-fill openings placed in interarea recruitment.

Results of the special survey of openings, published in February 1965, revealed that a significant number of the jobs unfilled for 15 days or more were of the kind that could be filled by workers with limited education and skill. Some 3 percent of these unfilled jobs were in unskilled occupations; 12 percent in semiskilled; and 15 percent in service occupations.

There is substantive evidence that job openings listed with the local offices offer a representative measure of the occupational characteristics of job openings in the community as a whole. For example, analysis of the returns from the initial reporting areas in the first round of experimental Job Vacancy Surveys conducted by the Department of Labor from October 1964 through January 1965 showed jobs available in the local economy were generally of the same types as those for which the local Employment Service offices held unfilled job orders. On the basis of these early data, it appears that between 25 and 30 percent of all local job vacancies are received by the Employment Service and that there is a relatively close correspondence in the occupational needs reflected in unfilled job openings held by the Employment Service and total job vacancies.

Consideration is now being given to the establishment of regular reporting of detailed information on nonagricultural job openings listed with the local public employment offices and unfilled for a month or longer. This detail will indicate whether the jobs are unfilled because of limited applicant supply, and other factors such as unreasonably high employer specifications, poor wages, or other unfavorable working conditions. Consequently, these data would provide valuable indicators for skill training and placement.

Some Major Problems and Possible Solutions

As we work toward the goal of meeting today's need for comprehensive occupational job market information on a local area basis, we are concerned with several major difficulties. Experience in making local long-range occupational forecasts has brought to the forefront the following problem areas: (1) A number of factors directly related to production complicate the employer's task in making estimates of his future employment needs; (2) most projections present only the demand side of the labor force equation, and are frequently lacking an estimate of supply; (3) the techniques used and the data developed for national projections pose a number of difficulties when reviewed for the purpose of local application; (4) there are no current benchmark data by detailed occupation against which projections may be evaluated.

Prompted by the critical need for long-range local occupational forecasting for a variety of purposes, we are currently attempting to resolve these problems. In addition to in-

INDUSTRY MANPOWER SURVEYS are being recast to take on the characteristics of industry skill studies. The JOB GUIDE FOR YOUNG WORKERS—a "best seller" at the Government Printing Office—is currently being revised.

troducing a number of important modifications to improve the Area Skill Survey methodology, we have recently completed arrangements for an appraisal of the accuracy of employer forecasts and the use made of the findings of Area Skill Surveys in two areas by a private economic research consultant.

Another step taken by the USES is the establishment of an agreement with the Bureau of Labor Statistics for a cooperative effort through which a methodology for adapting national occupational forecasts for local use will become available. We are also actively encouraging research in techniques of long-range forecasting by the State Employment Services and are following with great interest similar research contracted for with universities by the Office of Manpower, Automation and Training and the Office of Education.

In assessing these efforts, we recognize that a number of additional elements are necessary to strengthen our long-range local occupational job market information program:

1. A relatively current benchmark or inventory of employment by occupation for each of the country's 150 major labor areas—to be updated periodically, perhaps every 2 years. These data would provide the necessary base from which local long-range forecasts would be made.

2. A detailed analysis for each of the 150 major areas of relatively long-range (2 or 5 years) occupational requirements in relation to probable supply. These data should be prepared locally and should include data from both local employer forecasts and national projections.

3. Techniques for keeping these data current. To keep abreast of changes in the local employment structure, by occupation, as they occur, on a quarterly basis, use should be made of local office operating data, particularly job openings, and new programs such as job vacancy information.

4. Utilization of these occupational labor supply-demand data in preparing counseling and guidance material for workers entering the local labor force, or making midcareer job changes.

5. Additional occupational job market research. This includes improved techniques for measuring the impact of technology on industrial and occupational structures and for obtaining and evaluating supply data by occupation in local areas. The eight occupational research centers of the employment security system, staffed by skilled occupational analysts fresh from thousands of employer contacts gained in compiling the third edition of the DICTIONARY OF OCCUPATIONAL TITLES, are an ideal resource to study technological impact on industries. Also needed is an improved method for obtaining and evaluating supply data by occupation in specific areas; particularly, more precise information on the impact of geographical and occupational mobility.

6. A planned followup program to appraise employer forecasts and verify the effectiveness of Area Skill Surveys in meeting local needs.

Programs to gather and analyze local occupational information are costly because of the detail and difficulty involved. Yet the need is great and the goals must be met. Hundreds of millions of dollars will be spent on training. But greater by far is the value resulting from the fuller utilization of the skills of the Nation's work force and personal satisfaction accruing to individuals who have found fulfillment in their job choices.

USES MAILBAG

Small Offices Have Big Problems

We in Ellensburg, Washington, are located in the center of an economically distressed area, an area vitally interested in any program which promises some type of relief from its unemployment and related problems. The Employment Security office always becomes the focal point or the "Dear Abby" to community citizens and groups. Persons are in constant contact with the office inquiring, "Can the ARA help us?" "Could we send junior to some sort of MDTA training?" "Tell us what the Poverty Program will mean to this county." "Why can't we get a class in glassblowing started here?" "We can never hire an experienced (anything), you name it."

We receive reams of information and instruction from the Central Office and can manage to answer many questions or to refer them to someone else for more information; *but,* how does a small office, with one or perhaps two persons in charge of various services, handle the additional work entailed? Someone must surely have some answers—small offices in other States, perhaps.

How is the manager to determine which program should have priority? It is difficult to explain to an economically poor community that you haven't staff to form committees, make surveys, assist in legwork on other community projects, etc.

SHIRLEY LONGMIRE
Assistant Manager, Employment Service
Ellensburg Local Office
Washington State Employment Security Department

The problems described by Shirley Longmire are only too familiar to small local offices everywhere. The USES Mailbag is open to letters from local offices that have any suggestions that might prove helpful in dealing with these problems.

ES Pioneer Retires

After 33 years in the public employment system, E. Reynold Johnson, Director of the Vermont Employment Service, retired on June 30. Mr. Johnson began as a Statistical Supervisor in the National Reemployment Service and was named first Director of the VSES when that agency was created in July 1935. During World War II, he directed the State's wartime manpower efforts for the U.S.

Minnesota Battles Record Floods

The Mississippi River sweeps into Winona, Minn.

M. S. KINVIG

Working around the clock, local ES offices in Minnesota played a vital role in recruiting many thousands of paid workers and volunteers needed during the disastrous flood days and in the reclamation work that followed.

The flooding Mississippi and Minnesota Rivers and their rampaging tributaries within the State of Minnesota swept to alltime high levels during April 1965. In their paths, they left 65 of the State's 87 counties declared Federal disaster areas, more than 22,000 people forced from their homes, and in excess of $150 million in private and public property damage. Not included in these statistics were the human suffering, the loss of thousands of acres of fertile top soil, and the incalculable number of lost hours of production and manpower.

A summer dry spell, late fall rains, early freezing, and a winter of unprecedented snowfall provided the ingredients for widespread damaging waters in dozens of villages and cities along a 400-mile route from the northwestern reaches of the State to the southeastern areas.

Anticipating severe flooding, State Civil Defense officials issued early warnings. One by one, communities along the rivers made preparations as swollen waters began their buildup. In many cases, however, small streams became raging torrents almost overnight and caught several cities without defenses.

The Minnesota State Employment Service, acting as the manpower arm of the State's Civil Defense system, made preliminary arrangements for increasing staff in its local offices in the predicted flood-threatened areas. In addition, the agency's defense readiness coordinator and other administrative staff reported for duty in the State Civil Defense flood disaster control center in St. Paul and assisted in coordinating requests for dike builders, sandbaggers, and other flood workers. Simultaneously, local office staff in threatened cities offered their resources to local authorities and civil defense officials, and in many cases handled the complete recruitment not only of paid flood workers but also of thousands of volunteers.

First to feel the impact was Mankato, located at the junction of the Minnesota and Blue Earth Rivers. As flood waters in that city reached their crest, the community worked feverishly to protect itself.

Cooperating with local officials and municipal civil defense authorities, the MSES assisted the effort by sta-

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tioning staff on a 24-hour basis in the local civil defense flood control center during the height of the emergency. The State College located at Mankato was the source of several thousand volunteer flood workers. Augmenting the volunteers were high school students and adults. Practically the entire defense effort, which involved an estimated 20,000 workers, was on an unpaid, voluntary basis. MSES staff in Mankato who were not assigned to the civil defense flood control center worked from local office files and by telephone, assisting in recruiting skilled volunteers to operate bulldozers, graders, and other equipment needed for dike building and other defense activities. As a result of this massive local effort, the city and neighboring North Mankato were saved from severe flooding and several million dollars in property damage. Despite the army of volunteers, the cresting of the rivers left two suburbs inundated and a section of the downtown area under water. In all, 1,200 residents were evacuated.

The River Rushes On

From Mankato, the Minnesota River flood moved downstream, isolating a widespread area of important river towns and industries. Fed by tributaries, it poured into the Mississippi River at St. Paul, where the Corps of Engineers estimated that 111 billion gallons of water a day moved under downtown bridges. Normal flow is 6½ billion gallons. Even after cresting, the river remained at flood stage in the Twin Cities for several weeks as the Mississippi and its northern tributaries began carrying melting snows from northern Minnesota.

The mighty Mississippi inundates downtown St. Paul.

Despite permanent flood walls and emergency diking, St. Paul's property damage was extensive. The downtown airport, for example, was completely flooded, one suburb was almost submerged, and several downtown streets were closed. For the first time in the 80-year history of the union railroad station, operations were suspended for nearly 2 weeks.

The city's flood defenses were handled primarily by paid city employees augmented by temporary help. Nevertheless, thousands of volunteers reported for sandbagging operations. The MSES, working directly with State and local civil defense officials and operating on a 24-hour standby basis, referred and placed nearly 1,100 paid workers and assisted in recruiting countless volunteers in the St. Paul suburban and nearby Wisconsin areas.

Flood Crests Break Records

Meanwhile, cities along the river in southeastern Minnesota had their turn at battling flood waters which brought record crests at Red Wing, Lake City, Wabasha, Winona, and La Crosse, Wis.

President Johnson (top right) inspects the raging flood waters of the Mississippi River at St. Paul. In the group on the platform are Governor of Minnesota Rolvaag, U.S. Senators McCarthy and Mondale, and U.S. Representative MacGregor.

Photos courtesy St. Paul Dispatch PIONEER PRESS Library

Sandbagging and other diking efforts by many thousands of local people saved Mankato from severe flooding.

The MSES probably met its greatest challenge at Winona where an 11-mile dike had to be built in record time. City officials and local civil defense authorities designated the Employment Service as the sole recruitment agency for flood workers. Operating around the clock for 18 days, the Winona local office, normally staffed with eight persons, added five temporary employees and two volunteers. Through appeals on radio, television, and in the press, more than enough applicants were recruited. The final count showed that the staff registered, referred, and placed nearly 4,500 persons on the flood defense project. The dike was completed in time at a cost of almost $2 million. It prevented disastrous flooding which could have cost an estimated $20 million in property damage.

Experts agree that the floods would have been worse in Minnesota were it not for the preparation of the State Civil Defense organization, the accurate forecasts of the U.S. Weather Bureau, and the fact that the two major river systems did not crest at the same time. To this should be added manpower—preponderantly volunteer—to build the dikes and fill an estimated 200 million sandbags.

After the waters receded, the long, hard, and undramatic job of reclamation began. New bridges had to be built, roads repaired, industrial plants renovated, and over 5,000 homes restored or rebuilt. Aid came in the form of Federal assistance under Public Law 875 and special programs under the Neighborhood Youth Corps. The MSES again played a prominent role in this operation by supplying needed workers for industrial plants and civic projects carried on under the various programs.

The floods offered countless examples of communities marshaling total resources to save life and property. The MSES demonstrated that it has a vital role to play in the affairs of the communities it serves—as in the case of Winona which relied completely upon its local Employment Service office for recruitment of workers during those critical days.

Wild Wind

MARIE CONNER

In northern Indiana, shortly after 6 p.m. on April 11, 1965, nature went on a rampage. In just 90 minutes, 22 tornadoes had swept through 15 counties in three separate areas, leaving death, destruction, and desolation in their wake.

Fields of rubble replaced homes, churches, and business and industrial buildings. Utilities also suffered losses amounting to millions of dollars. Some towns were completely leveled. Landmarks and property lines disappeared. Farmers and growers, in the midst of the spring planting season, found their fields covered by dead animals and debris and their machinery and tools completely destroyed. Surviving livestock wandered away.

The storms killed 138 persons, injured 1,369 others, destroyed 1,251 homes and 208 trailers, and damaged 2,000 others. Property loss was estimated at $76 million. The cost to Indiana agriculture can be more realistically estimated at harvest time when the full effects of delayed planting becomes apparent.

Six weeks later, deaths attributable to the storms were still occurring. Many of the seriously injured remained hospitalized. In the Kokomo area, at least 40 people whose jobs vanished when the tornado struck were still out of work and claiming unemployment insurance. In all the stricken areas, much of the unemployment was not apparent in the claims count, since the individuals involved had been self-employed or worked for firms smaller than those covered by the Indiana Employment Security Act.

Seven local offices of the Indiana Employment Security Division are in cities in or near the storms' paths. None suffered damage, but power losses temporarily affected operations in several, and one was "off limits" for a while because the area was roped off. All offered their services immediately after the storm struck. None of the local offices had the load of claims or placements which might have been expected. The initial cleanup was handled mainly by volunteers, thousands of them, including teenagers, who did in days what many feared would take weeks.

The marks of the tornado which ripped through Howard county, where the Division's Kokomo office is located, will not be erased for many months. The storm left an estimated 650 homeless and destroyed some 300 cars.

The financial loss is still undetermined but could be from $16 to $20 million. An estimated 17,000 workers were unemployed until April 14 or 15, with a wage loss of about $450,000 a day. None of the industrial workers was out of work long enough to draw unemployment in-

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Mrs. Marie Conner is in the Information and Education Service Section, Indiana Employment Security Division.

Photo courtesy ELKHART TRUTH

This photograph—the only picture of a twin tornado in Weather Bureau history—has received national publicity. The tornado at left was killing 18 people in a trailer court as the picture was taken.

surance but many retail employees were. All business establishments were wiped out in the two smaller towns of Russiaville and Alto. Many stores, drive-ins, and filling stations in Kokomo were demolished. Several industrial plants, including Chrysler and Delco, were hard hit.

The local Employment Security office received 297 initial claims from people thrown out of jobs by the tornado. Fifty-four were still out of work the first week in May. Later in the month, the number dwindled to 40, as more businesses rebuilt and reopened. There were many orders for cleanup laborers, carpenters, painters, plasterers, dry-wall men, and plumbers and roofers. The city's school students were on spring vacation the week following the storm, and many answered the office's radio broadcast for temporary workers.

About 200 placements were the direct result of the storm and about another 100 are expected to prove so. In Kokomo, as elsewhere, it is difficult, particularly in the construction trades, to determine where storm damage placements end and normal placements begin.

On May 13, $800,000 were made available as an initial allocation under President Johnson's declaration of disaster areas in Indiana. The week before, Agricultural Secretary Freeman allotted $1 million for clearance of debris from farmlands and for repair or replacement of damaged fences.

Cleanup and repair work is still underway. But the gigantic task of cleaning up and restoring order from chaos would have been longer and more tedious without the volunteered help of hundreds of citizens who recruited themselves for the job.

Boat Building and Repair

The California Occupational Analysis Field Center has reported that occupational analysts studying jobs in the ship and boat building and repairing industry have noted a change developing in jobs in the water transportation industry. Automated processes in the firing of ships' boilers are being installed. The old method required a WATER TENDER to turn valves to control the input of water and amount of air draft required to maintain steam pressure and a FIREMAN, MARINE to cut in and cut out burners in the boiler. In the automated system, a WATER TENDER monitors a console located in an air-conditioned booth in the fire room. Console controls are set for specified steam pressures and for air-fuel-water ratio required to maintain steam pressure. Controls respond to changes in steam demands automatically.

YOUTH REPORT

Roundup

Youth Services in the Federal-State Employment Service system are being expanded in many ways: Youth Opportunity Centers became full-fledged members of the ES family; the Office of Economic Opportunity launched the Job Corps, first for young men, then for women; the Neighborhood Youth Corps joined the forces already at work in the Labor Department; the Work Training program, as well as the Work-Study program, provided still other possibilities for developing employability of youth. Also, the Selective Service Rehabilitant Program grew through its early trials. The drive for summer jobs for youth found new expression in the "A-TEAMS" (youth in agriculture), the Youth Opportunity Campaign under the direction of the Vice President, and many other activities, including major campaigns conducted in cooperation with employers in many of the big cities.

Careful planning has gone into the development of all these programs. Each has its unique mission, but it is significant that each program dovetails with the others in a close-knit fashion. A later issue of the EMPLOYMENT SERVICE REVIEW will outline in chart form youth activities, both in the Department and in other Government agencies, which will illustrate this thesis.

Openings

Although there are several kinds of YOC openings, the official, ribbon-cutting ceremony attended by dignitaries is the acme in openings. There is also the activated YOC in full swing, awaiting the dignitaries and the ribbon. Then there is the authorized and official YOC just starting in a small way but not yet completely staffed or ready for the public announcements. Farther from the starting line is the YOC completely planned and approved, but not yet ready to open its doors.

The first YOC formally opened in Memphis, Tenn., in February. Others followed in rapid succession, and and in such geographically diverse places as Anchorage, Alaska; Columbia, S.C.; and Detroit, Mich. The ultimate goal is at least one in each State, and in all major metropolitan areas.

Evaluation through field visits and consultations has uncovered some common characteristics in both strengths and weaknesses. As the program develops, however, there is every reason to expect the centers to do much to hasten the finding of that job sought by all youth applicants.

Outreach

Reaching out to those who most desperately need help—a major goal of the YOC program—will prove a real challenge. Services long offered to youth have brought millions of boys and girls through local office doors, but other thousands—among them youth who have the most trouble in finding jobs, who have lost hope, or who have only limited expectations of finding work—have not come through those doors. We must reach out to these young people if we are to overcome the crisis of unemployed and poverty-doomed youth.

Cooperation of many community agencies is being sought by YOC personnel, and it is being found. Volunteers are helping in many ways. A group of 18 sociology students in a southern city, doing "street worker" duty in a crime-ridden slum, has brought several severely disadvantaged young men into the local YOC. Day care is being arranged for children of young mothers who otherwise would be unemployable or unable to enroll for training. Legal aid is made available for those who have complications which are preventing their employment. These, and countless other actions, represent examples of community involvement as it is being practiced in the YOCs.

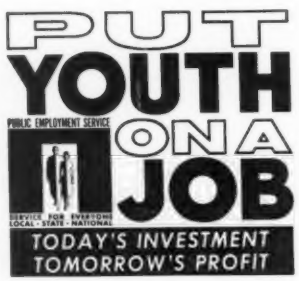
YOC Training Institutes

Almost a year has passed since a nationwide training program was instituted for YOC staff in over 30 contracting universities and colleges. The purpose was to provide managerial training for supervisory YOC personnel in their special assignment to give intensive service to disadvantaged youth.

Most institutes ran for 3 weeks. Employment Service personnel in attendance represented several professional categories, including managers, supervisory counselors, and specialists in job development and community relations. Particular emphasis was placed on broadening knowledge and understanding in the behavioral sciences, and included "sensitivity" training which would lead to better staff understanding of the problems of disadvantaged youth, as well as resources and methods of working with them. Degree credit was given in a substantial percentage of the institutes, and in some cases plans were made for followup with in-service training programs.

Nevada Youth in Service Jobs

In view of President Johnson's program to expand jobs in service occupations, the following is of special importance to Employment Service personnel serving youth. Nevada reports that of total youth placements in the 16–22 age group in 1964, 39.5 percent were in service jobs. Most of these service jobs were in cafes, restaurants, hotels, and motels; only 10 percent were in private homes.



Profile of One YOC

A YOC which opened early in June, occupies a two-story building. Its store front offers an ideal background for the YOC symbol and slogan.

A youth enters at the reception desk; directly behind it are two intake counselors (both CAUSE graduates) who provide immediate initial interviews. If placement is indicated, the young client is routed directly to the placement section on the same floor. Counselors and test specialists occupy the second floor where the two large testing rooms can be easily converted to group activities. After any combination of reception, placement, testing, and counseling, provided in an orderly sequence, the youth leaves by a separate exit.

A "Community Room" on the second floor is for the use of all community agency personnel, regardless of whether they are affiliated with the YOC. A plaque in this room bears the names of the agencies using it and indicates those rendering services to the YOC.

Election of three teenagers to the YOC Advisory Council gives youth themselves a voice in policy making decisions. The young people were recommended for membership to the Council by their high school principal. One of the criteria for selection was that the youth must plan to remain in the community, either to work or to attend college.

The YOC staff includes six CAUSE graduates, three of whom are Youth Advisors who have passed the Civil Service examination and are

permanent employees of the State Employment Service. The remainder of the staff have been trained at a college in the area. The manager is the former head of the youth services unit of the local office.

"A-TEAMS"

"Get on the A-TEAM!" was the shout this past May, and the youth of the Nation have answered loud and strong.

The "A-TEAM," (Athletes for Temporary Employment as Agricultural Manpower) is a combination of the old and the new, utilizing the energy and inquisitiveness of young people to assist in meeting a portion of the seasonal agricultural labor needs of U.S. farmers. The idea of placing high school youth in vacation farm jobs is not new, but the national emphasis now being given the program, the intensification of recruitment among high school athletes, the standardization of acceptable working and living conditions, and the "A-TEAM" designation which originated in the Office of the Secretary of Labor earlier this year are all new.

"A-TEAM" is a part of the total Employment Service effort toward finding employment opportunities for the young people surging into the summer months' job market. This program is handled through Farm Placement channels. And youth responded eagerly. By late June, over 1,800 high schools across the Nation had been contacted, and more than 18,000 youth had expressed interest. Some 570 teams had been formed. Of these, employment opportunities had been found for over 130 teams, including some 5,200 students.

If any single factor barred further success to the "A-TEAM" project, it was a reluctance of many agricultural employers to accept untried youth as farmworkers. The prevailing fear was that they could not take the day-after-day rigors of working in the hot sun for long hours.

The fears have thus far proved unfounded. Youth are a part of the seasonal farm work force in many areas. They can do farmwork and do it well. The experiences of a Great Lake's State grower, reluctant at first to participate in the program, could well prove typical. As a representative of several farmers, he hesitantly journeyed to the home area of prospective "A-TEAM" recruits to conduct personal interviews. There he interviewed members of five teams. What he saw and heard so impressed him that he hired all five teams to work his own crops.

Youth who are selected for this program after careful screening must have parental consent, pass a physical examination, and be healthy and capable workers. All recruits want work; some desperately need work; and youth employment programs such as this afford an ideal opportunity for healthful employment.

"A-TEAMS" served a dual purpose of providing beneficial work experience to young people and assisting in the harvest.

Negro Population: March 1964

In 1964, the Negro population was, on the average, younger than the white population, had a smaller amount of regular schooling than white persons, had a smaller proportion married, and had a median income lower than that of the white population.

Median age of Negro males and females was about 8 years lower than that of white males and females.

Median years of school completed by Negroes 25 years old and over was approximately 3 years less than that by the white population of the same age group. About half of all white adults had finished 4 years of high school or more, whereas only one-fourth of the Negro population had completed as much schooling.

Median income in 1963 of Negro males 14 years old and over was about one-half that of white males, and the median income of Negro females was about two-thirds that of white females. In both the Negro and the white population, men had considerably higher average incomes than women. Although the gap between the median income in 1963 of men and women was smaller for the Negro population than for the white population, the median income of Negro women was still below $1,000.

—Current Population Reports,
Bureau of the Census, May 1965.

Occupational Analyst Is Instructor

An occupational analyst in one of the Los Angeles metropolitan offices has become, quite unintentionally, the local office instructor on miniature electronic devices. During a visit to a nearby manufacturer of small electronics equipment, the analyst requested a few rejected work samples to take back to the office. His coworkers were as intrigued as he by the tiny diodes, transducers, circuitry sets, and other devices, and the analyst found himself informally explaining the jobs related to the production of the items. Coworkers, in turn, borrowed and demonstrated the devices to prospective job applicants, assisting them as well as the employer by reducing the training time required for new employees.

This arrangement has proved so satisfactory to the applicants, the employer, and the local office staff that the occupational analyst now has another permanent duty—that of keeping the Employment Service staff up to date on what items the local electronics firms are producing, and the basic job techniques required to produce them.

May Nonfarm Placements Gain

Following a larger than seasonal 13.1 percent March-April gain, placements in nonfarm jobs in May rose another 3.2 percent to some 573,000 (about seasonal) and were slightly higher (0.2 percent) than the year before for the fourth consecutive month. The 5-month cumulative 1965 total was 2,458,600, 10,800 greater than for the corresponding period in 1964.

For the sixth consecutive quarter (since the initiation in January 1964 of the survey of nonfarm placements by employment status, 98 percent of the workers who found jobs through the Employment Service were unemployed when referred.

Number of Local Offices Increases

As of April 30, 1965, there were 1,944 year-round, full-time Employment Service local offices, 38 more than a year ago. Most of the gain was occasioned by the newly opened Youth Opportunity Centers. In addition, there were 32 seasonal and temporary offices operating on a full-time basis. Of the 1,976 offices, 308 performed Employment Service operations only, 178 unemployment insurance operations only, and 49 farm operations only. The remaining offices combined all operations.

Youth placements, as in past months, continued to expand, with the May volume of 138,900 up 10.1 percent over the year. Placements of young men showed an even greater over-the-year gain—13.8 percent.

All occupations, except clerical-sales, and all industries showed over-the-month placement gains in May, with the largest occupational increases in the unskilled—6 percent—and the skilled—3.8 percent. Among industries, construction, with a 17.9 percent gain, and public utilities and manufacturing, with increases of 11.5 percent and 7 percent, were in the forefront. The advance in the unskilled category was less than seasonal, that in manufacturing was about seasonal, while the other categories increased more than expected at this time of year. Over the year, placement increases were reported in half the occupations and half the industry divisions. Unskilled occupations showed the largest over-the-year gain—4 percent. Among industries, placements in government increased by a third, mainly because of the hiring of temporary flood cleanup workers in the Midwest. Factory placements were up by nearly 7 percent; the increase was again concentrated in durables, up 13 percent from a year ago (mainly in the automobile, machinery, and steel industries).

In the 56 major SMSA's, some 276,800 nonfarm placements were made in May, 2.5 percent more than in the preceding month but unchanged from a year ago.

For some months now, Employment Service operations reflect a tight job market setting. For each 100 available job openings in May (openings received in May plus unfilled openings at the end of April), there were 281 applications in the active file of the local offices, compared with the year-ago ratio of 324 active file applications for each 100 available openings. End-of-May unfilled openings, at 341,500, were nearly 20 percent above the year-ago volume and at the highest level for any month since September 1952. At the same time, many States reported shortages of qualified applicants for the many skilled and professional job openings filed by employers with local Employment Service offices.

(*Continued on page 50*)

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas [2] by Occupation and Industry, May 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [3]	573,000	+0.2	276,800	0	100.0	100.0
Occupation:						
Prof. and managerial	21,000	+1.6	15,300	+2.8	3.7	5.5
Clerical and sales	70,500	−2.5	36,700	−0.8	12.3	13.3
Service	193,300	−2.2	103,700	−2.1	33.7	37.5
Skilled	29,000	−7.7	13,600	−9.8	5.1	4.9
Semiskilled	78,700	+2.9	33,200	−0.5	13.7	12.0
Unskilled and other	180,600	+4.0	74,200	+5.4	31.5	26.8
Industry:						
Construction	46,700	−4.3	14,800	−2.5	8.1	5.4
Manufacturing	126,400	+6.8	56,800	+4.4	22.1	20.5
Durable goods	66,000	+13.0	31,300	+8.1	11.5	11.3
Nondurable goods	60,400	+0.8	25,500	+0.3	10.5	9.2
Public utilities	18,700	+4.6	7,700	+7.9	3.3	2.8
Trade	124,600	−3.0	58,900	−2.3	21.7	21.3
Services	223,000	−3.6	125,500	−2.9	38.9	45.4
Nonhousehold	96,200	−2.9	57,700	−2.1	16.8	20.8
Household	126,800	−4.1	68,800	−2.2	22.1	24.9
Government	18,600	+33.5	6,600	+41.3	2.3	2.4
Other	15,100	+11.3	6,500	+10.9	2.6	2.3

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Beginning with the February 1965 report, data for the major SMSA's are for 56 areas with a 1960 population of 500,000 or more, reflecting the 1964 revisions in the definition of some of these areas by the Bureau of the Budget.
[3] Items may not add to total due to rounding.

MANPOWER TRENDS

AREAS REFLECT CONTINUED JOB GAINS

Seven major areas were reclassified in June to lower unemployment categories, two areas--South Bend, Ind. and Utica-Rome, N. Y. --moving from substantial to moderate unemployment. San Bernardino-Riverside-Ontario, Calif. was reclassified from moderate to substantial unemployment. Of the 150 areas regularly surveyed by the U. S. Employment Service and affiliated State agencies, 129 were found to have relatively low or moderate unemployment, compared with 113 last June. Areas of substantial unemployment numbered 21, compared with 37 in June 1964. South Bend was reclassified as a result of marked employment gains since layoffs at a large auto plant and defense cutbacks in local missiles, aerospace, and rubber industries brought a rating of substantial unemployment in November 1963. In San Bernardino-Riverside-Ontario, local labor force growth has outpaced employment gains. Phasing out of a Federal defense installation was a minor contributing factor in the unemployment rise.

CIVILIAN LABOR FORCE EXPANDS SEASONALLY

Teenagers accounted for 1. 9 million of the May-June rise of 2. 3 million in the civilian labor force to 78 million. Young persons age 20-24 made up the remainder. This year's influx of teenagers, however, was smaller than usual for the month, probably because many were still in school during the June survey week.

JUNE EMPLOYMENT SETS RECORD

Total employment reached a new high of 73. 7 million, rising by 1. 3 million from May. While 1. 2 million of the gain occurred among teenagers, this increase was slightly smaller than expected. Nonfarm employment moved up substantially more than seasonally by 800, 000 to reach 68 million for the first time. Agricultural employment, after rising strongly in April and May, showed less than the usual increase in June. Manufacturing employment exceeded 18 million, just under the alltime peak in late 1943. Of the 700, 000 over the year gain, 600, 000 were production workers.

UNEMPLOYMENT RISES SLIGHTLY; TEENAGE RATE UNCHANGED

Unemployment, totaling 4. 3 million in June, increased by 950, 000 over the month--about in line with seasonal expectations and mainly attributable to teenagers--but was 400, 000 under a year ago. At 4. 7 percent, the unemployment rate was down significantly from 5. 3 percent the year before. At 14 percent in June and unchanged from May, the teenage jobless rate was three times the overall rate. Unemployment among adult women rose more than seasonally in June, their jobless rate moving up to 4. 8 percent. Jobless rates for adult men and married men, at 3. 2 and 2. 4

percent, remained at about the low levels of the previous 3 months. The 2.7 percent rate for men 25 and over was the lowest since late 1953. Long-term unemployment of 15 weeks or more remained close to 800,000 in June.

SECOND QUARTER 1965 JOB SITUATION

Total employment increased by 1.4 million between the second quarters of 1964 and 1965. Job gains continued to be broadly based, with most manufacturing industries and nearly all service-producing industries adding employees to their payrolls. Factory employment averaged the highest for any second quarter on record. The seasonally adjusted factory workweek and overtime hours moved below their unusually high first quarter levels, but were otherwise at their highest since World War II.

Unemployment was reduced by 400,000 over the year, and the 4.7 percent average unemployment rate (seasonally adjusted) of the second 1965 quarter was the lowest in nearly 8 years.

NONWHITE WORKERS BENEFIT FROM JOB GAINS

Nonwhite workers shared in the general improvement in the employment situation. Their unemployment rate dropped from 12.5 percent at the recession trough in the first quarter of 1961 to 8 percent in the second quarter of 1965, the first time in 4-1/2 years that the jobless rate for nonwhites was less than twice that for white workers, which was 4.3 percent.

Adult nonwhite men, like adult white men, benefited most, with job gains averaging about 100,000 per year since the first quarter of 1961. These employment gains have been sufficient to reduce the group's unemployment rate from close to 12 percent to 5.6 percent between the first quarter of 1961 and the second quarter of 1965, the lowest since 1953.

NONWHITE WOMEN'S JOBLESSNESS DECLINES

Between the first quarters of 1964 and 1965, the nonwhite adult female labor force advanced by 100,000, while their employment expanded by almost 150,000. As a result, their unemployment rate fell from 9 to 7.5 percent, the lowest in 5 years. After dropping from the 1961 recession high of 11 percent to 9.5 percent in 1962, the unemployment rate for nonwhite women had held fairly constant until it began moving downward in the last quarter of 1964. The trend has been fairly similar for white women. The rate of joblessness among nonwhite women was nearly 80 percent higher than among white women in both 1961 and 1965 first quarters.

NONWHITE TEENAGERS' JOBLESS RATE HIGH

For nonwhite teenagers, the jobless rate has remained at or above 20 percent since the first quarter of 1958. In June 1965, their rate was 27 percent, twice that of white teenagers. Neither group of teenagers has shown any significant improvement since the 1961 recession, and both were substantially above early 1957 levels. Nonwhite teenagers account for almost 20 percent of all unemployed teenagers.

Training Promotes Employment of Nonwhites

HARRY NOVICK and HUBERT L. REEVES

Like many another child—Negro or white—when Mrs. G. was a little girl, she went to school but obtained little education.

Mrs. G. married at an early age and migrated from her home town in the South to California, where she subsequently obtained a divorce. Faced with the problem of supporting an infant daughter, she accepted one casual job after another. She was looking for still another job when she learned of an opportunity to take MDTA training for work as a clerk-typist. Within a month after completing a half-year course, she had obtained a job as a clerk-typist in a government agency at a beginning salary of $320 per month. Her MDTA training included basic courses in English, mathematics, and speech, and special classes in personal grooming, as well as specific occupational instruction.

"In these 6 months of retraining," said Mrs. G., "I learned more than in 2 years in high school where they just went through the motions of teaching me. I learned to read, but not to understand what I read."

Mrs. G. is only one of thousands of unemployed or underemployed nonwhite trainees who have been able to obtain worthwhile employment and an added sense of security and dignity as a result of the MDTA program. Although numerous gains have been scored in recent years by nonwhite members of the population, they still are faced with special problems in finding and retaining jobs. These problems are frequently compounded by deficiencies in formal education, previous work experience, environmental and other factors in comparison with the white worker. Such handicaps are reflected in the high unemployment rate for nonwhites which, in 1964, was 9.8 percent, or more than double the 4.6 percent rate for white workers. To alleviate this high unemployment rate, efforts have been made to reach as many nonwhite jobseekers as possible through the MDTA program.

Nonwhite Trainees Increase

About 28 percent of the 158,500 trainees enrolled in MDTA institutional projects through February 1965 were nonwhites, significantly above the ratio of about 25 percent at the end of March 1964 (see EMPLOYMENT SERVICE REVIEW, July 1964, page 16). The percentage of nonwhite MDTA enrollees also exceeds the proportion represented by this minority group among the Nation's total unemployed in 1964 (about 21 percent). In view of the relatively modest scope of the total training effort, however, opportunities for training in relation to the retraining needs of the Nation's jobless (including nonwhites) remain limited.

Some 44 percent of the 41,200 nonwhite trainees enrolled in MDTA institutional courses through this February have been concentrated in five of the most heavily populated States: Illinois (5,500), New York (3,850), Pennsylvania (3,300), California (3,100), and Michigan (2,450). Nine other States—South Carolina, Ohio, Missouri, New Jersey, Connecticut, Indiana, Virginia, Texas, Alabama—and the District of Columbia each had between 1,000 and 2,000 nonwhite trainees.

Local public employment offices

A training course for typists and stenographers.

Harry Novick and Hubert L. Reeves are in the Branch of Training Operations Reports Analysis, U.S. Employment Service.

Large numbers of nonwhite men were enrolled in welding courses.

have worked closely with employers and various community groups to develop job opportunities for nonwhite MDTA trainees. About three-fourths of the nonwhites who completed their training had obtained employment, somewhat below the rate reported for white graduates. More than half of the nonwhites (56 percent) received post-training wage rates of $1.25 to $2.00 per hour. However, a little under a fourth were earning less than $1.25 per hour, while at the other end of the scale, a fifth were earning from $2.00 to $3.00 and over per hour. Wage rates for nonwhite graduates lagged behind those for whites because of occupational and other factors.

Occupational Objectives of Nonwhite Trainees

About a fourth of all nonwhite MDTA trainees had enrolled in courses leading to skilled occupations and another fourth in clerical and sales occupations. Courses for semiskilled and service occupations each accounted for about a fifth of the nonwhites. About 8 percent trained for subprofessional jobs and 3 percent for agricultural occupations. Among the men, skilled occupational courses accounted for 45 percent; semiskilled, 27 percent; service, 14 percent; agricultural, 6 percent; subprofessional, about 4 percent; and clerical and sales, 4 percent. A majority of the women had enrolled in courses for clerical and sales (46 percent) and service (26 percent) occupations; the remainder were in courses for semiskilled (14 percent), subprofessional (12 percent), and skilled (over 1 percent) jobs.

The courses in which the largest numbers of nonwhite men had enrolled were general machine operator, automobile mechanic, automobile-body repairman, combination welder, arc welder, automobile-service-station attendant, automobile-service-station mechanic, cook (hotel and restaurant), orderly, and janitor. Among women, the occupational courses with the largest numbers of trainees were clerk-typist, stenographer, nurse aide, licensed practical nurse, solderer (radio and TV manufacturing), typist, general office clerk, salesperson, and waitress.

Characteristics of Trainees

As reported through February 1965, some 53.5 percent of all nonwhite MDTA enrollees were men and 46.5 percent were women, about the same distribution as reported through March 1964, and for all nonwhite unemployed persons in 1964.

Over 36 percent of the nonwhite trainees were under 22 years of age, about 6 percentage points above the 1964 figure and somewhat above the percentage of this age group among the Nation's nonwhite unemployed. This gain reflected the emphasis placed by the Departments of Labor and Health, Education, and Welfare on the initiation of special training projects for disadvantaged youths made possible by the amended MDTA program. Also, while the proportion of youths under 19 years of age participating in MDTA training nearly doubled over the year, it remained well below their proportion of the nonwhite jobless total. Despite a decline over the year, the proportion of trainees in the 22–44 year age group remained sizable, accounting for close to 60 percent of all nonwhite enrollees. The proportion of nonwhite trainees 45 years of age and over participating in the MDTA program increased slightly but remained low in relation to unemployment among this age group.

Prior to the 1963 MDTA amendments many nonwhites were particularly handicapped in pursuing training since they tended to lag considerably behind whites in the level of formal education. Under the amended MDTA program, however, such persons have been provided with necessary basic education and have been aided in overcoming reading, writing, language, and arithmetic deficiencies. Thus, since March 1964,

Learning to be a licensed practical nurse.

the proportion of nonwhites with less than 8 years of schooling participating in MDTA training rose from 3 to about 6 percent, and those with an eighth grade education increased slightly to about 6 percent. Nevertheless, much remains to be done in this area since, for the Nation as a whole in 1964, some 27 percent of all unemployed nonwhites had less than 8 years of schooling and an additional 11 percent had completed only the eighth grade. Conversely, some 53 percent of the nonwhite MDTA trainees enrolled through February 1965 had completed 12 or more years of schooling, compared with 31 percent of all unemployed nonwhites. Nonwhite women trainees generally had more education than the men. Only 7 percent of the women had 8 years or less of formal schooling and 65 percent had a high school diploma or better. Among the men, 16 percent had no more than an eighth grade education, while 42 percent had completed 12 years or more of schooling.

Helps Long-Term Unemployed

Approximately 9 out of 10 nonwhite trainees included in the MDTA program were unemployed; the remainder were largely underemployed. The training program has been particularly successful in reaching nonwhites who had been out of work for long periods of time. Over half (51 percent) of the unemployed nonwhite enrollees as of the end of February, were classified as long-term unemployed, i.e., jobless for 15 weeks or more. This proportion was down slightly from the 55 percent reported last year (apparently due to the increase in the number of youths enrolled), but was still almost double the estimated percentage of nonwhites unemployed 15 weeks or more in 1964. Even more striking was the fact that 37 percent of the nonwhite MDTA trainees were in the very long-term unemployed category—those without jobs for 6 months or more—whereas the corresponding percentage of all nonwhites jobless for a similar period approximated 15 percent.

Changing Emphasis in Occupational Test Development

BEATRICE J. DVORAK

The USES test research program originated in the Occupational Research Program, which was inaugurated in 1934, and our work has continued to be occupationally oriented. At first our efforts were directed toward the development of aptitude test batteries for use in selection, where the focus of attention is on the specific job openings, with the tests being used as a screening device. Later, we shifted our attention to the needs of the individual in helping him to appraise his occupational potentialities in terms of a wide range of occupations. This led to the development of the USES General Aptitude Test Battery, which was published in 1947. We have accumulated a vast amount of standardization data on the GATB, so that it is now generally regarded as the best validated aptitude test battery in existence for use in vocational guidance.

Originally, GATB occupational norms were available only for adults. Subsequently, we developed norms for 9th graders and for 10th graders. In 1958, we undertook a longitudinal maturation and followup study for the verification of these norms. Over 36,000 high school students were tested. As the 9th, 10th, and 11th graders reached the 12th grade, they were retested and criterion data were obtained in terms of school grades. They were followed up 2 years after high school graduation, and criterion data on success were obtained from colleges and employers. We also plan to follow up this sample 7 years after high school graduation.

More recently, we began to change the emphasis in our occupational test development work because of increasing interest in serving educationally deficient individuals. Since many of the hard-core unemployed do not have sufficient literary skills to take all of the GATB tests, we have undertaken a number of research projects to develop tools for use with these individuals.

One of the problems in testing persons with limited education is determining whether the GATB would be a fair measure of their aptitudes. In the past, many of these individuals have been included in group testing sessions for the GATB without such a determination. The result has been that low scores were not meaningful, because there was no way of knowing whether they were a reflection of limited ability, inadequate reading ability, or cultural limitations to perform adequately on the tests.

For this reason, we undertook the development of a short, objective, easily scored screening device to determine the ability of individuals to take the GATB. The device was developed from the practice items for the GATB tests. Eight State agencies participated in the study (Alabama, California, Georgia, Louisiana, Michigan, Mississippi, Pennsylvania, and Texas). More than 800 persons with 8 or fewer years of education were tested.

Results of the study led to the development of a screening device, which consists of three-dimensional space and vocabulary items. Pilot studies have been conducted in three States (Maryland, Pennsylvania, and West Virginia) to determine the best way to use the device in local Employment Service offices. These tryouts indicate that the device should be given and interpreted by the counselor rather than by the test administrator.

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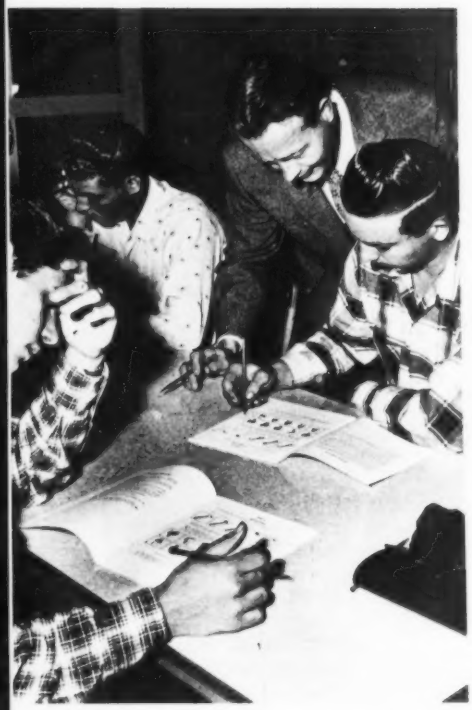

From practice items such as are being used here, the USES developed a screening device to determine ability of individuals to take the GATB.

We have undertaken research to develop a nonreading edition of all nine GATB aptitudes which can be administered to persons who are lacking in the basic literacy skills required to take the regular edition of the GATB. A nonreading measure of Aptitude G (general learning ability) was developed and issued to the State agencies last year. It consists of one test from the GATB and three subtests of the Cattell Culture Fair Test. This battery was derived from a study to determine the best combination of existing tests which would correlate with the measure of G on the GATB. The study was conducted in seven States.

In our work on the new USES nonreading tests, we are making every effort to develop a more suitable method of administration for use with educationally deficient individuals than the commercially available tests. The directions will be simplified and the format of the tests will have a unique feature. The pictures, forms, and diagrams will be printed directly on a machine-scorable answer sheet. The applicant will be able to make his marks in the appropriate places on the answer sheet even without being able to read or write.

Fourteen experimental USES tests are being set up in this format. Each of these has been tried out with poorly educated individuals to get information on administration problems and score and time distributions. The tryouts were conducted by the California, Georgia, Minnesota, Oregon, Tennessee, and Utah agencies.

Correlation with the corresponding GATB aptitudes will be determined. Multiple correlation procedures will be used to select the best battery of nonreading tests for measuring each of the aptitudes. The sample will be drawn from test development States across the country. Preliminary studies of this type are now in progress in Arizona, Colorado, Ohio, and Wisconsin.

The selected tests will be administered to individuals about to receive literacy training. The results will be related to each of the following variables: GATB results after literacy training, success in literacy training, success in occupational training, and occupational success. Further studies will be conducted, as necessary, to develop alternate or more appropriate forms of the tests.

We are also continuing our work on the development of GATB norms for specific occupations in order to meet employer requests for test-selected applicants for occupations not yet covered by the norms. Currently, specific aptitude test batteries are in the process of development for 138 occupations in 29 States. The Priority List of Occupations to be studied, recently issued to State agencies, contains a number of service-type occupations which are needed for the current job development campaign.

Problems raised regarding the effectiveness of USES tests in the selection of trainees for MDTA courses have led to the development of about a dozen experimental designs for research in this area. We expect that about 4,000 MDTA trainees in 25 States will be involved in this research on the use of Specific Aptitude Test Batteries (SATB). One study will compare MDTA training achievement of trainees who qualify on SATB norms with those who do not qualify. A followup of the trainees will obtain evaluations of their on-the-job performance in the occupations for which training was given. It will then be possible to compare occupational performance of the individuals who qualify on SATB norms with those who do not.

Another study will compare MDTA training achievement of trainees who qualify on SATB norms with those referred to training without being tested. A followup of these trainees will be made to obtain evaluations of on-the-job performance for the purpose of comparing the occupational performance of the two groups.

Does Training Affect Aptitude?

The effect of training on aptitude test scores will be investigated. One study will determine the effect of literacy training on scores made on the USES nonreading battery of tests measuring Aptitude G. In other studies, we will determine the relationships between scores on the GATB administered before and after literacy training, and the validity of the nonreading measure of G for predicting regular Aptitude G scores after literacy training.

Studies will be conducted to determine whether existing SATB norms are applicable to the nonreading tests. A majority of individuals in the samples for these studies will have less than a sixth-grade education.

Research will also be conducted to determine whether norms established against an occupational criterion are adequate for prediction of MDTA training success. In one study, existing occupational norms will be applied to test and criterion data for a sample of MDTA trainees. In another study, SATB norms will be developed against an occupational criterion for a sample of MDTA trainees who completed the training and were later employed in the occu-

pation for which they were trained. These norms will be evaluated against the MDTA training success criterion data for the same sample. Twenty-two States have already undertaken research using one or more of these experimental designs.

Tools are also needed to assess achievement level in basic reading and arithmetic skills. The commercially available tests have a number of disadvantages: They are too long; the items are not completely suitable for adults; and no occupational norms are available to permit evaluating the scores in terms of degrees of basic skills required by various occupations. We are now negotiating a contract with a university for the construction of suitable achievement test items. After this phase has been completed, we will solicit the cooperation of State agencies in conducting the necessary standardization on experimental samples.

One form of the GATB pegboard test.

We have also started work on the development of an interest questionnaire with items worded at a sufficiently low reading level to be suitable for educationally deficient individuals. The USES Interest Check List currently being used has a reading level of 10th grade for the job activity items and 7th grade for the instructions. We have modified both the instructions and job activity items to lower the reading level to the 6th grade for both. There are no scoring keys for the current edition of the USES Interest Check List. However, we are considering the possibility of developing scoring keys for the new edition.

We have also been doing some work on new proficiency tests. Since the USES typing and stenographic proficiency tests currently in use were developed over 20 years ago, we have been doing research to modernize these tests. The new test content was obtained in such a way as to ensure its being representative of actual correspondence in the working world. Samples of correspondence were obtained from various industrial, business, professional, and educational establishments. A new typing test has already been developed and issued to the State agencies; work is in progress on the development of new dictation tests of a machine-scorable type.

We also hope to be able to do some work on the modernization of the USES Oral Trade Questions which were developed about 20 years ago. Many of these have become obsolete because of technological changes. We expect that the new trade tests will be standardized for administration as written tests rather than for oral administration in the interview. The development of a written trade test for electronics technician is now in progress.

Recently, we embarked on the development of a revised occupational aptitude pattern (OAP) norms structure for the GATB to conform to the third edition of the DICTIONARY OF OCCUPATIONAL TITLES and to incorporate GATB occupational validation data collected since the last edition of the OAP structure. Our objective is to arrive at meaningful occupational groupings which can be supported by statistical validity data. Since the analysis will be done with ADP equipment, it will be possible to experiment with various methods in order to derive a new OAP structure based on the DOT Worker Traits Arrangement or a structure developed by one of various statistical methods of data analysis.

Other projects we are planning but have not yet undertaken include the development of new general working population norms for the GATB. A new study using the 1960 Census figures would be desirable, since the current general working population norms were based on the occupational distribution in the 1940 Census.

AFTER MDTA TRAINING—WHAT?

(Continued from page 26)

(17.8 percent). Jobless respondents attributed their lack of work to slack demand or to their lack of qualifications (technical or physical) to meet hiring specifications of industry.

What types of courses had been most successful from the respondents' point of view? The largest numbers of the 1,132 respondents currently at work had been given training in the skills shown in table 2.

Often a course given to few trainees had the highest percentage of success. For example, of 33 enrolled in the course for dental assistant, 13 of the 17 responding graduates were employed, and, of the 3 dropouts responding, 1 was unemployed, and 2 had withdrawn from the labor force. Greater motivation in the initial group recruited for any course has some part in this.

Graduates More Often Employed

Respondents who had persevered to graduation were more often employed than dropouts, except in the skilled metal trades where the 25 dropouts responding were 80 percent employed compared with a slightly lower ratio of the 65 graduates. The same was true in the shoe trades, where dropouts had been equally successful with graduates in finding work. Lively demand for workers in these occupations had undoubtedly encouraged dropouts to accept jobs before the end of training.

Exact employment, unemployment, and withdrawal rates of this group of MDTA trainees will never be known because of their great mobility and the degree of nonresponse.

A probable unemployment rate approximating 20 percent for this group of MDTA trainees indicates that the Employment Service should follow up trainees and offer continued intensive service. However, an employment rate for respondents which exceeded 78 percent of the number still in the labor force is surely a worthwhile achievement for a group which was 100 percent unemployed at the time of enrollment under MDTA.

A Small Town Fights Back

WILLIAM R. MALLOY

The story began on September 29, 1964, at a special meeting called to formulate a plan of action that could reasonably be expected to bolster the economic future of Lisbon Falls, Maine. Within a 3-month period, two major textile plants had closed their doors, displacing over 900 workers. Although this rural community of about 5,000 population reeled under this economic blow, a glimmer of hope appeared as the town united to rebuild for the future. In attendance at this meeting were representatives of the Area Redevelopment Administration, the U.S. Departments of Labor, Agriculture, and Health, Education, and Welfare, and State and local governments. These representatives, together with local committee members, constituted the President's Task Force which was representing the Federal Advisory Committee on Community Adjustment. Federal agencies were instructed to give all possible assistance to Lisbon Falls and to cooperate with State and local officials and private individuals to determine what actions should be taken.

A President's Task Force, made up of representatives from the Federal agencies and local committee members, was set up in Lisbon Falls to develop plans for the area's economic future. The Maine Employment Security Commission agreed to cooperate with the Task Force and suggested that the area could benefit from the services of the Smaller Communities Team.

The day after the meeting, the Smaller Communities Program representative and the team captain visited the area to make the necessary preliminary contacts. On October 2, the Community Employment supervisor attended a special town meeting where he explained operational procedures and the need for community participation for the proposed local resources study to be successful. The field office was to open on Monday, October 5, with a staff consisting of one employment counselor, two employment interviewers, and the Smaller Communities Program representative; clerical assistance would be hired as needed. To supplement this regular operation, an area training coordinator, a placement technician, and a labor area analyst would be moved in on a temporary basis to explore training possibilities, to coordinate placement functions, and to gather the labor force information needed to compile the economic base report.

Because of the urgency of the situation, it was decided to set up the Smaller Communities Program in three phases. The first, planned in cooperation with the local development committee and town selectmen, would involve visits to all employing establishments in the area to explore needs for additional workers, possible expansion plans, and the possibility of training for hard-to-fill openings. During the first week, 120 employing establishments opened their doors to Employment Service personnel who were gathering pertinent job data that might prove useful as the local resources study progressed.

The second phase called for the listing of job applicants' primary and secondary occupations for a preliminary occupational inventory. Sample staffing patterns were also to be made available for industrial development purposes. Testing—a necessary part of a manpower study—was

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Left—Local Industrial Development group. Right—Smaller Communities Program team planning the operation.

temporarily suspended in an effort to expedite this listing.

Phase three would include testing to determine the number and qualifications of potential workers to be included in the final tabulation of the area study.

As the second phase progressed, the occupational data began to form a pattern. A majority of the survey participants were workers who had long-term, one-employer experience. Interviews were running much longer than usual because of difficulties in determining significant secondary occupational information. To obtain meaningful resource data, phase three had to be initiated immediately.

Although there was little or no advertising, over 370 residents visited the office during the first week. This unexpectedly large turnout necessitated the hiring of two local clerical workers at the start of the third week. Community interest continued high. During the third week, local leaders became a little over-anxious and released a news item intended to insure a free flow of registrants to the office; however, as a result of this premature release, applications during the fourth week exceeded 400.

Throughout the early stages, the Smaller Communities Program representative frequently contacted various social organizations and committees to insure full community participation. Team members attended social meetings to discuss the importance of the study and the part each individual in the community could play. Local people in all walks of life assisted greatly in the development of the occupational study. Records of the study show that 2,802 were registered and 522 were given the GENERAL APTITUDE TEST BATTERY.

These psychiatric aide trainees will be employed at a VA hospital in the Lewiston area.

The wheels of development were never idle. Many meetings were scheduled by the local development committee, assisted by the President's Task Force, to explore all avenues of industrial development. The committee followed up some 50 inquiries from interested developers.

To insure full labor area coverage, the Smaller Communities Program representative maintained liaison with the Lewiston office 15 miles from Lisbon Falls. The Lewiston local office manager was invited to participate in many of the meetings and became a member of the Lewiston-Auburn-Lisbon Falls Over-All Economic Development Committee.

In December, the efforts of many began to bear fruit when a prospective customer for one of the mills appeared. Negotiations had been started, and to fulfill its requirements under ARA procedures, the town would have to raise $86,150 in third mortgage bonds. In addition, the contract stipulated that this sum be raised in 10 days. With the help of friends in neighboring communities, the town reached this goal, and more, by accumulating $110,000 in pledges and subscriptions for the 20-year, third mortgage bonds. The necessary papers were signed in January, and the mill began operations in late February. An eventual ceiling of around 400 workers was expected.

The Smaller Communities Program team members were in constant contact with the personnel manager of the plant to plan an orderly referral of workers over an anticipated 2-month hiring period. Since plans called for the study to be completed in February, it became necessary for the Smaller Communities Program representative to coordinate order taking, referral, and placement activities with the Lewiston local office. The team took the job orders and started the necessary screening for referrals so that these materials could be used by the Lewiston office. Meetings were scheduled with plant personnel, the Smaller Communities representative, and the manager of the Lewiston local office.

As a direct result of the developmental work by the mobile team, over 350 referrals were made during late February and early March. As of March 31, 1965, these referrals had resulted in 165 placements; total employment at the plant had reached 220. Totals show that the team assisted in making 179 placements and 9 acceptances during the study.

For a State institution in the area, the team was instrumental in establishing a training program for psychiatric aides at a nearby training

ES Services for Rural Areas

USDA's Federal Extension Service has produced 14,000 copies of a kit containing leaflets describing Federal programs of assistance to rural communities. County agents will distribute the kit. ES services described are those of the Smaller Communities Program, with manpower services being provided through mobile teams. Youth Opportunity Centers are also described.

center. The course, funded under the Area Redevelopment Act, was scheduled to start in early March and called for 30 trainees. Selection and referral procedures were put into motion and the team referred 15 candidates to the first section. Administration of the project was then turned over to the Lewiston local office. Two Manpower Development and Training Act multioccupational projects for 658 trainees and courses to train 32 persons as sewing machine repairmen and medical orderlies have been approved. Screening and referral are underway for these projects.

Prophesying Lisbon Falls' industrial future at this time would be impossible; however, other areas can take from the town an example of what a community can do when it unites behind its leaders in an effort to overcome what might be an almost insurmountable problem.

Local Office Activities

(*Continued from page 40*)

New applications for work filed in local offices, at 889,900, were up 3.8 percent both from April and last May. Nearly half were filed by youths, whose new applications rose 17.7 percent from the preceding month, and 13.6 percent from a year earlier. The entrance to the labor force of youths born during the post-war "baby boom," the accelerating pace of MDTA training of youths, the Selective Service Rehabilitant Program, and the NYC and other youth activities were largely responsible for the upsurge in youth applications.

Counselees in May totaled 99,600, down 8.9 percent from the preceding month but 8 percent higher than a year earlier. Interviews, totaling 180,500, showed a somewhat larger decline over the month but gained 10.4 percent over the year. Nearly 63 percent of all counselees were youths under age 22. About 1 out of every 6 youth applicants received job counseling in May, compared with 1 in 13 of applicants age 22 to 44, and 1 in 13 of those age 45 and over. About one out of every nine counselees was an applicant for MDTA or ARA training.

Job tests were administered to 254,200 individuals in May, up 11.4 percent over the month, and 21.4 percent over the year. Specific aptitude testing (112,000) was an alltime high. Applicants for training under MDTA or ARA represented 1 out of every 13 of all individuals tested in local offices.

Farm placements in May totaled 439,300, a decline of 20.1 percent from a year ago. This downtrend in farm placements over the past several years reflects the increased mechanization and improved farming methods on the Nation's farms. Some 89,100, or 20.3 percent, of the May farm placements involved youths under age 22. In the preceding month youth farm placements totaled 21,000 or 14.7 percent of all farm placements.

Prospects for Equal Employment: Conflicting Portents

Some of the current trends which stimulate and retard the Negroes' income and employment position were recently cited by Professor of Economics Ray Marshall of the University of Texas. He discussed these trends in a paper presented at the Buffalo meeting of the Industrial Relations Research Association early in May. In the following excerpts, the favorable factors are listed, while those which impede the rate of improvement in Negro job patterns are described more fully.

Favorable Factors:

1. Improvement in the Negro's political power as he migrates out of the rural South.

2. Apparent commitment by the Nation's major employers to equalitarian practices.

3. Strengthening of equalitarian forces within the labor movement.

4. The impressive array of public policy measures to combat discrimination.

5. Trend toward improvement in the quality and amount of education by nonwhites.

6. Trend toward an active manpower policy which will provide better job training and improved counseling and information services.

Counteracting Factors:

1. *The persistence of discriminatory attitudes.* Although there have been some relatively significant breakthroughs in employment discrimination, discrimination is still a very important obstacle to Negro job improvement. The most effective measures to improve the Negroes' job patterns are likely to be in the buffer zone between professional and technical jobs—where there is increasing demand, and in the less-skilled categories—where demand is static or declining.

2. *The very great amount of effort required to produce additional jobs for Negroes.* The disappointing results produced by the State antidiscrimination laws were due in part to the misconception that lowering the racial barriers would in and of itself produce significant job changes.

3. *Unemployment.* The Negroes' job conditions in the future are likely to be conditioned more by the level of employment than by specific antidiscrimination measures.

Full employment would sweep away many of the obstacles imposed by whites to Negro employment opportunities, and the most important things that can be done to promote economic opportunities for Negroes are those things which would achieve full employment and economic growth. . . . even if general unemployment could be reduced to 4 percent, under present institutional arrangements Negro unemployment rates would remain at approximately 8 percent.

The Negro's prospects for equal job opportunities are good, but it means very little to get an equal share of inadequate jobs. Really significant changes in the racial job patterns will require rapid economic growth and measures to maintain full employment, coordinated with active labor market policies which include antidiscrimination measures. Because these labor market, full employment, and economic growth measures must work against such important obstacles, the Negro's job position is likely to continue to improve, but very gradually.

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Keynoter Stanley H. Ruttenberg, Manpower Administrator, themed his remarks with the thought that: "Every piece of legislation dealing with manpower, anti-poverty, and vocational education depends upon the Federal-State Employment Service system for its effective implementation. We must keep on top, or the swift movement of events will pass us by." Mr. Ruttenberg paid special tribute to the Employment Service for its excellent job in carrying out the new programs assigned both by recent legislation and by various administrative actions.

Robert C. Goodwin, Administrator, Bureau of Employment Security, also congratulated the State agencies on their flexibility in making changes and adapting to the needs of the new programs. "I must take the time here to pay tribute to the local offices for the job they have been doing," Mr. Goodwin said. "They have taken hold of the many new programs which have been given to them, and they are making them work. We in the Bureau fully realize the pressures local office people are working under and how heavy is the workload imposed by new legislation. The local offices are spearheading our national manpower efforts, and they are to be greatly commended. Tremendous responsibilities lie with the local offices," he emphasized. "If we are to solve our urgent manpower problems, it will take an enormous amount of teamwork. And as we become increasingly involved in this teamwork with other agencies of government and with private, civic, religious, and social welfare agencies, the pressures for competent performance will become greater. Many of you probably have already felt these pressures."

Mr. Goodwin pointed to the need for additional training and hoped that most of the personnel would be in a position to take advantage of training in the future.

NOTE: The Convention responded to the need for agency staff training by approving plans for a pilot program of education in employment security providing an organized plan of study tailored for persons working in employment security who are interested in increasing their professional competence.

Additional information on this program will be made available through the IAPES NEWS.

Louis Levine, USES Director, said: "If this nation is to remain a world leader, we must move more rapidly toward maximum employment. This means," he continued, "that we must pursue even more vigorously a wide variety of programs to improve the employability of all those who will otherwise be bypassed by a rapidly advancing technology. These include the handicapped, the technologically displaced, and the older, unskilled worker, as well as the incoming tide of poverty-stricken and culturally-deprived youth. This will not be enough, however;" Mr. Levine said, "it will also be necessary to develop the jobs through which every worker can make his productive contribution and achieve his full potential." During the last 4 years the Employment Service has shown that it is able to serve toward the achievement of these goals, he concluded.

William U. Norwood, Director, Unemployment Insurance Service, discussed the provision of H.R. 8222 which would extend UI coverage to more workers, minimize the differences in State laws, and set up Federal standards for benefit requirements.

Curtis P. Harding, former ICESA President, and Henry Rothwell, Texas Employment Commission, presented the States' viewpoint on this pending legislation.

James A. Byrne, M.P. Parliamentary Secretary to the Minister of Labour, Canada, in speaking of the manpower programs, stressed that we who are in these programs must have our blueprints—blueprints that are flexible, for we are living in an age where change has become the rule rather than the exception.

ICESA President J. Eldred Hill said, "Governmental programs designed to cure the evils of poverty and insecurity can help in the fight to overcome human degradation but they cannot help those who have no incentive for self-improvement."

The IAPES Annual Citation of Merit was awarded to Congressman Elmer J. Holland of Pennsylvania for his interest in furthering the employment security programs through effective legislation.

Twenty panels covering all phases of the employment security program served as workshops for the delegates to discuss their common interests.

—International officers for the 1965–66 association year. Left to right, front row, Immediate Past-President Edward Logsdon, First Vice-President James Carter, Second Vice-President H. A. Haugness, and Treasurer Dee Reese. Second row, Secretary Myrtle Fowler and President Sumner Forward.

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